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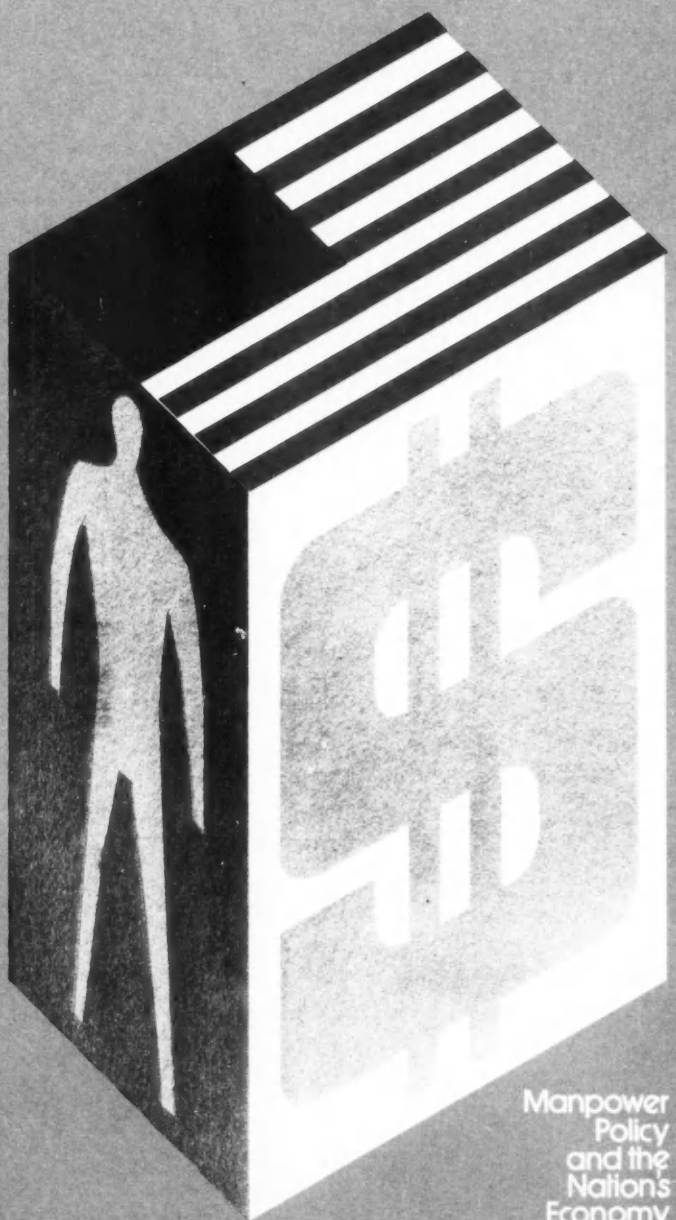
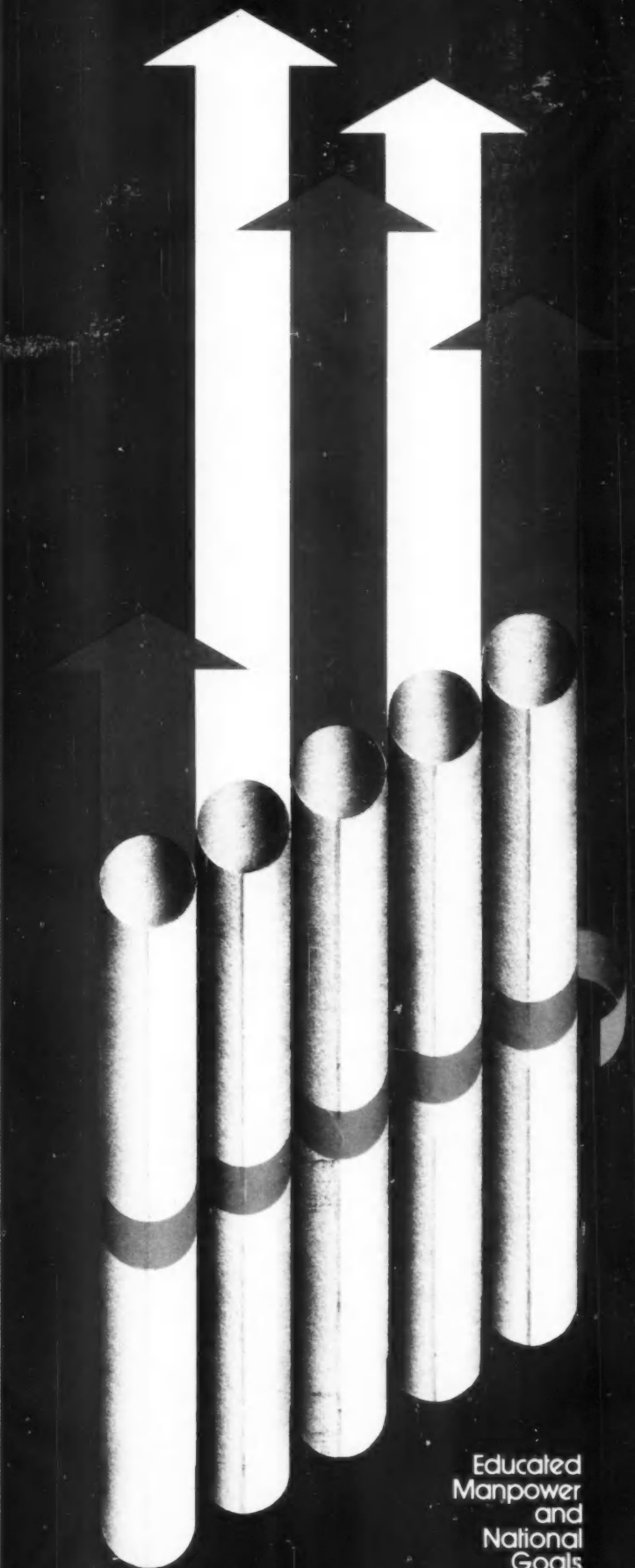


Manpower Policy and the Nation's Economy



Educated Manpower and National Goals

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MANPOWER ADMINISTRATION

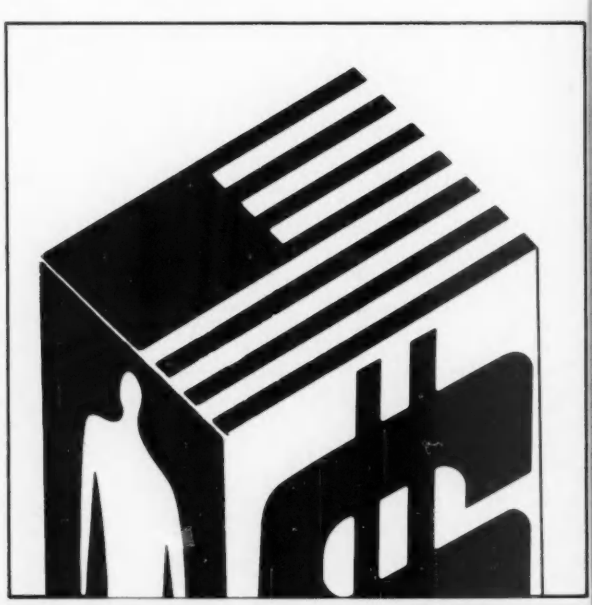
Policy Perspectives

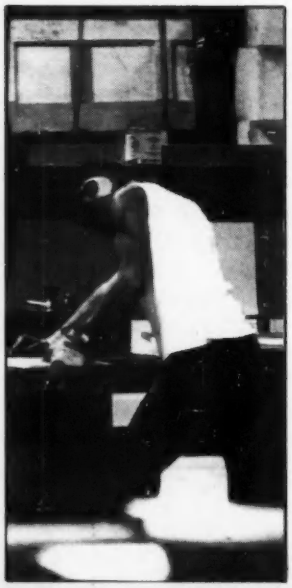
Nature abhors a vacuum, so the Latin proverb tells us. And although the word vacuum probably is too strong to use in connection with manpower policy, two contributors to this month's MANPOWER make it clear that a cogent, integrated method of planning the use of the Nation's human resources is far from a reality.

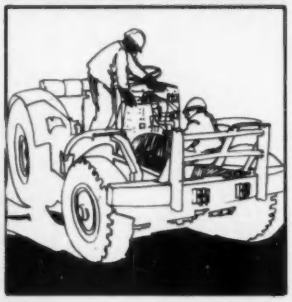
University of Utah economist Garth Mangum takes a look at manpower policy as a potential tool in helping to manage the economy. There is little doubt, Dr. Mangum argues, that manpower policy can play a useful role along with monetary and fiscal policy in shaping and controlling the Nation's economic course. But, Mangum says, just how potent an economic force manpower policy might be remains a mystery because we lack a suitable structure for assessing, recommending, and overseeing the implementation of long-range manpower policy. Some alternative proposals for establishing this framework are contained in Dr. Mangum's article, which begins on page 2.

University of California professor George Weathersby examines the way we handle the development and use of educated manpower. It has been a somewhat hit-or-miss exercise, Dr. Weathersby contends, with too much emphasis on merely producing people with college degrees and too little on how and to what ends they will be employed. A more logical approach, Weathersby suggests, would be to try to determine how many and what kind of trained professionals and technicians we will need to accomplish our major national economic and social goals, and to shape our plans for producing educated manpower accordingly. His article starts on page 8.

Ellis Rottman







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Manpower Policy and the Nation's Economy

by Garth L. Mangum

The basic domestic economic policy issue in the United States in the past 2 years has been the trade-off between unemployment and inflation. Any college sophomore in an elementary economics class knows how to reduce unemployment, but not even the most sophisticated economic policymaker knows how to do it without accelerating the rise of the price level. Faced with this quandary, a logical question has been raised: Cannot the manpower programs developed over the past decade improve the functioning of the labor market sufficiently to reduce the inflationary cost of fuller employment? In effect, where does manpower policy fit within overall economic policy? The question is not new but it is still important.

Before we deal with this question, it might be helpful to review a bit of history. In the early 1960's a bipartisan effort was made to create a suitable framework for manpower policy and to broaden it within the scope of overall economic policy. Members of both parties in Congress and Labor Department officials agreed that manpower policymaking should encompass more than remedial training. Just how important they perceived manpower policy to be can be seen in the Senate Subcommittee on Employment and Manpower's 1964 report entitled, "Toward Full Employment: A Comprehensive Employment and Manpower Policy for the United States."

Recommendations Yielded Meager Results

The report summarized some of the main alternative recommendations made by members of the Senate, including the following:

- Appointment of a Council of Manpower Advisers on a level equal to the Council of Economic Advisers. (The three-member, presidentially appointed Council of Economic Advisers is particularly influential because it advises the President on economic developments and recommends to him policies for economic growth and stability.)
- Appointment of a manpower expert as one of the three members of the Council of Economic Advisers.
- Naming of a special assistant to the President for manpower to coordinate manpower efforts and act on the same level as the Council of Economic Advisers in helping to determine overall economic policy.
- Creation of a National Council for Economic Affairs similar to the National Security Council. All relevant government departments would be represented on the new council, which would have an executive director and full-time staff.
- Coordination of all economic policy by the Bureau of the Budget.

The report noted that title I of the Manpower Development and Training Act (MDTA) had prescribed for the Secretary of Labor a special role as manpower adviser to the President. It endorsed the then Administration's recently made decision to form a President's Committee on Manpower, but lamented that the cabinet level interagency committee would have only manpower responsibilities. The subcommittee was still concerned that the Council of Economic Advisers, the Federal Reserve Board, and the Treasury made overall economic policy without meaningful participation by manpower authorities.

Results of the recommendations were meager. The President's Committee on Manpower survived 3 years in fact, though a little longer on the organization charts. Its basic problem was the familiar one of coordination of equals—it had no authority. Although it was called the President's Committee and was created by a Presidential Executive order, its major executive branch advocate was not the White House but the Labor Department, where it was housed and from which it drew its staff. Its chairman was the Secretary of Labor. It was recognized by all of the other agencies as the Labor Department's committee and given courtesy but no commitment.

Despite this organizational weakness, there was sincere cooperation and recognition of possibilities at the staff level among several agencies. Worthwhile efforts were made to improve techniques in the forecasting of manpower requirements, to foster and coordinate manpower research and similar activities that need not be elevated to the agency heads.

However, the Secretary of Labor gave the committee low priority. Whenever anything important or innovative was suggested, it was handled by the Labor Department rather than

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the interagency committee. Only in two crises—coordinating Federal response to the 1965 Watts riots and responding to congressional pressure for visible evidence of coordination among manpower programs—did the Department find the committee useful.

Below the Federal level, the subcommittee's recommendations have fared better. Its 1964 report called for regional, State, and local labor market manpower councils involving all Federal, State, and local agencies affecting the development and use of manpower. Union and management representatives were to be members of the councils. In addition, regional centers for manpower research were recommended. At that time, there were State and local MDTA advisory committees involving primarily labor and management. However, management members of these committees typically were inactive while labor members were interested primarily in preventing training in unionized trades. The committees fell into disuse.

What Can Manpower Contribute?

This trend was reversed beginning in 1967 when the Labor Department directed the establishment of State and local Cooperative Area Manpower Planning Systems (CAMPS) to help coordinate and guide manpower and related programs. At first these CAMPS committees were composed of Federal and State officals and representatives of local agencies, public and private, to whom Federal manpower and related programs were subcontracted. They are now evolving into manpower planning councils whose membership includes businessmen, labor leaders, representatives of the public, and representatives of recipients of program services.

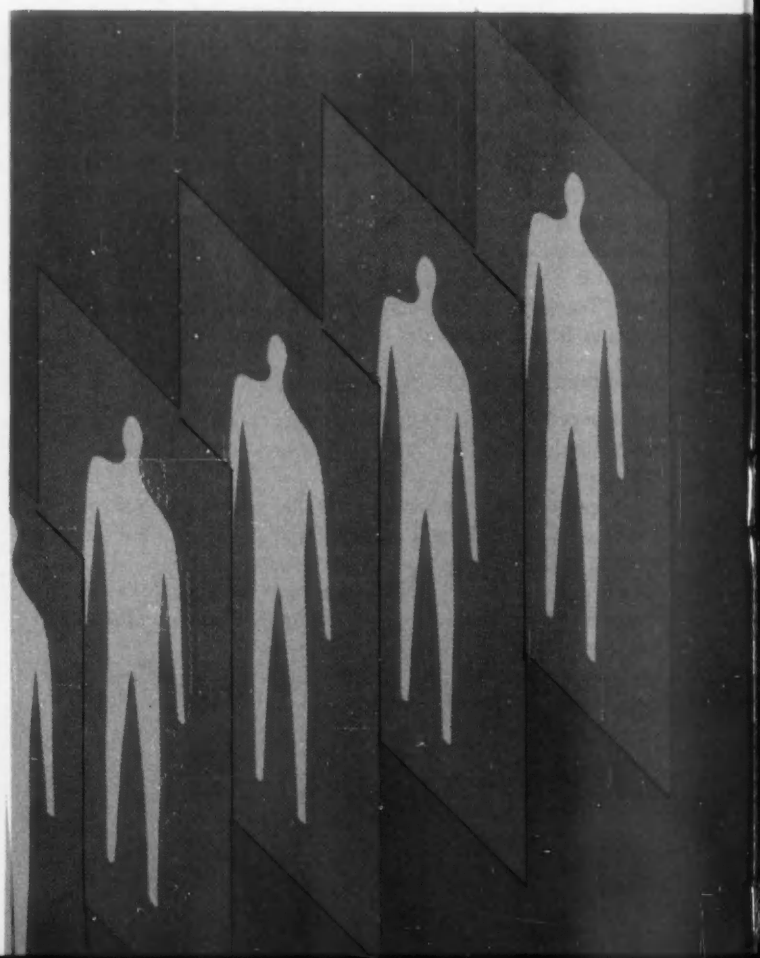
All this points to the conclusion that while manpower program planning, coordination, and involvement has been consistently strengthened at the local and State level, little has happened to broaden the role of manpower policy in economic policy.

Perhaps efforts to integrate manpower and economic policy have been so lackluster because manpower has little to contribute. Or maybe its the medium, rather than the message, that is missing. Current Administration interest in integrating manpower and economic policy is limited to bettering the trade-off between high employment and price stability. Let's explore this and other potential roles of manpower policy as an economic tool.

There are now two major tools for managing the U.S. economy—monetary and fiscal policy. Monetary policy is made by the Federal Reserve Board, which expands or contracts the supply of money and credit to meet what it perceives to be the Nation's economic needs. Fiscal policy, which determines how much the Federal Government spends, for what, and what taxes will be levied, is legislated by the Congress but is under the policy direction of the executive branch of the Government working through the Office of Management and Budget, the Treasury Department, and the Council of Economic Advisers.

A booming economy, with high employment and growing inflation, can be cooled off by restricting the supply of credit and money, and by lower government spending and higher taxes. Downswings of the business cycle, characterized by rising unemployment and lower business activity, can be countered by easier credit, an increase in the money supply and Government spending, and by a reduction in taxes.

Economists operate on the principle that there is a trade-off between inflation and unemployment—as one rises the other slacks off—and that some combination of the above monetary and fiscal measures can be employed to control unemployment and inflation. Economists may disagree over which mix of these measures is most effective, but the mechanisms are in place and



are employed whenever the need is felt to counter the cycle of boom and recession.

Over the last few years there has been considerable speculation that manpower policy could become the third major tool for managing the U.S. economy. One leading advocate of this idea told BUSINESS WEEK magazine last August that "to attempt to achieve full employment and price stability by fiscal and monetary measures alone is like trying to roll a marble through molasses." A few manpower economists early in the last decade argued that manpower programs could lower general unemployment by:

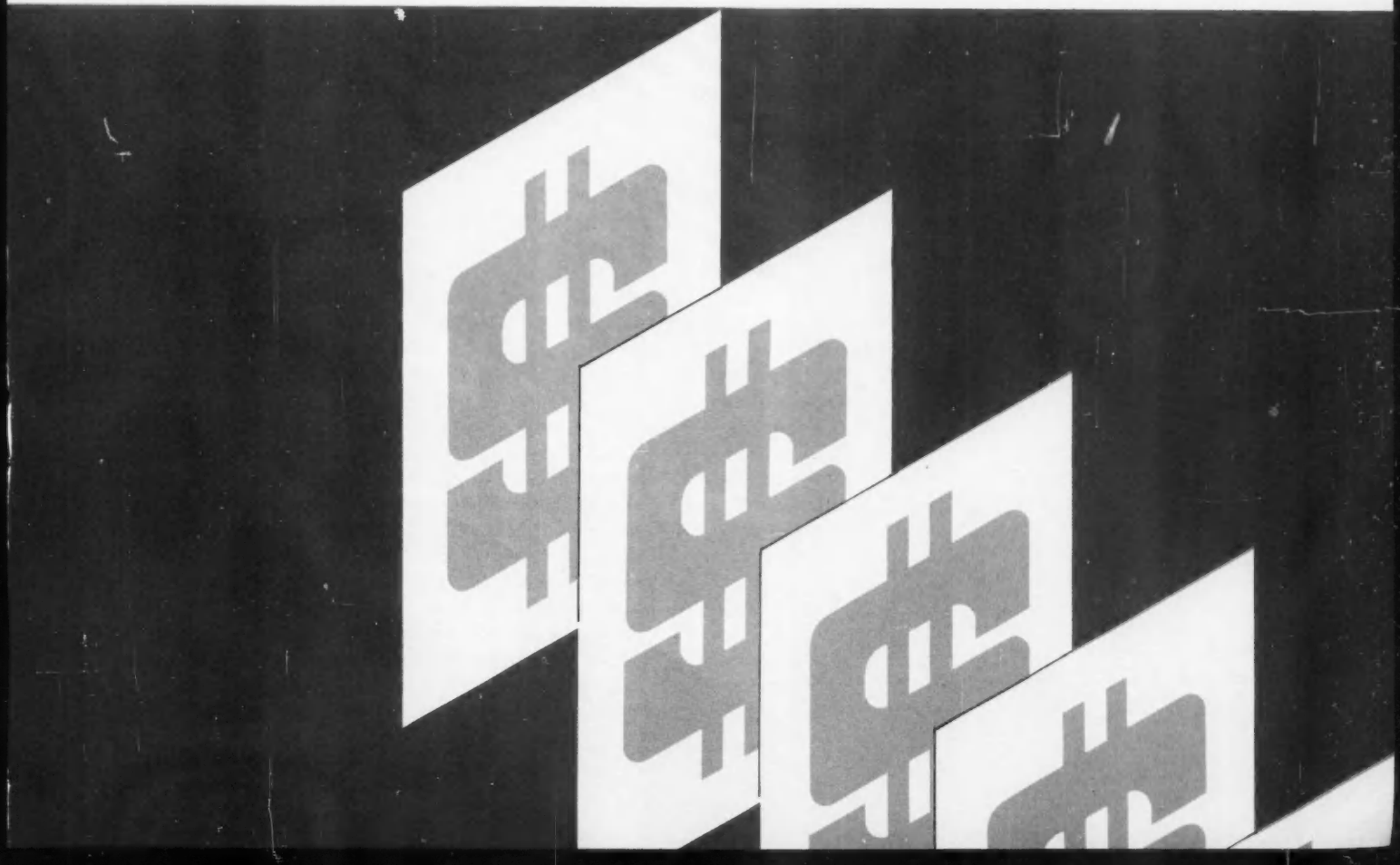
- Training unemployed people for persistent job vacancies.
- Taking otherwise unemployed people off the market through enrollment in stipend-carrying programs.
- Reducing bottlenecks and improving labor market efficiency to allow fiscal and monetary policy to increase demand with less impact on the price level.

On the first point, the placement results of training efforts indicate that there are few persisting vacancies in attractive jobs at occupational levels within the reach of manpower programs, even during relatively tight labor markets such as those of 1966-69. Manpower training programs have been justified by their attempt to give the disadvantaged a better competitive chance, rather than by any overall increase in employment.

As for the second point, enrollment in manpower programs does, of course, remove from the labor market some people who would otherwise be classified as unemployed.

The notion that manpower policy can have a moderating effect on price increases when fiscal and monetary measures are being used to spur economic activity has never been tried seriously. Enrollment in manpower programs that actually train people for jobs—which means subtracting from total enrollment those training slots devoted only to work experience — has been so small that we do not have enough evidence that higher enrollment might have a measurable impact on the trade-off. Nevertheless, the idea makes sense; it is logical enough to merit serious consideration.

Beyond these three potential impacts, there are two rea-

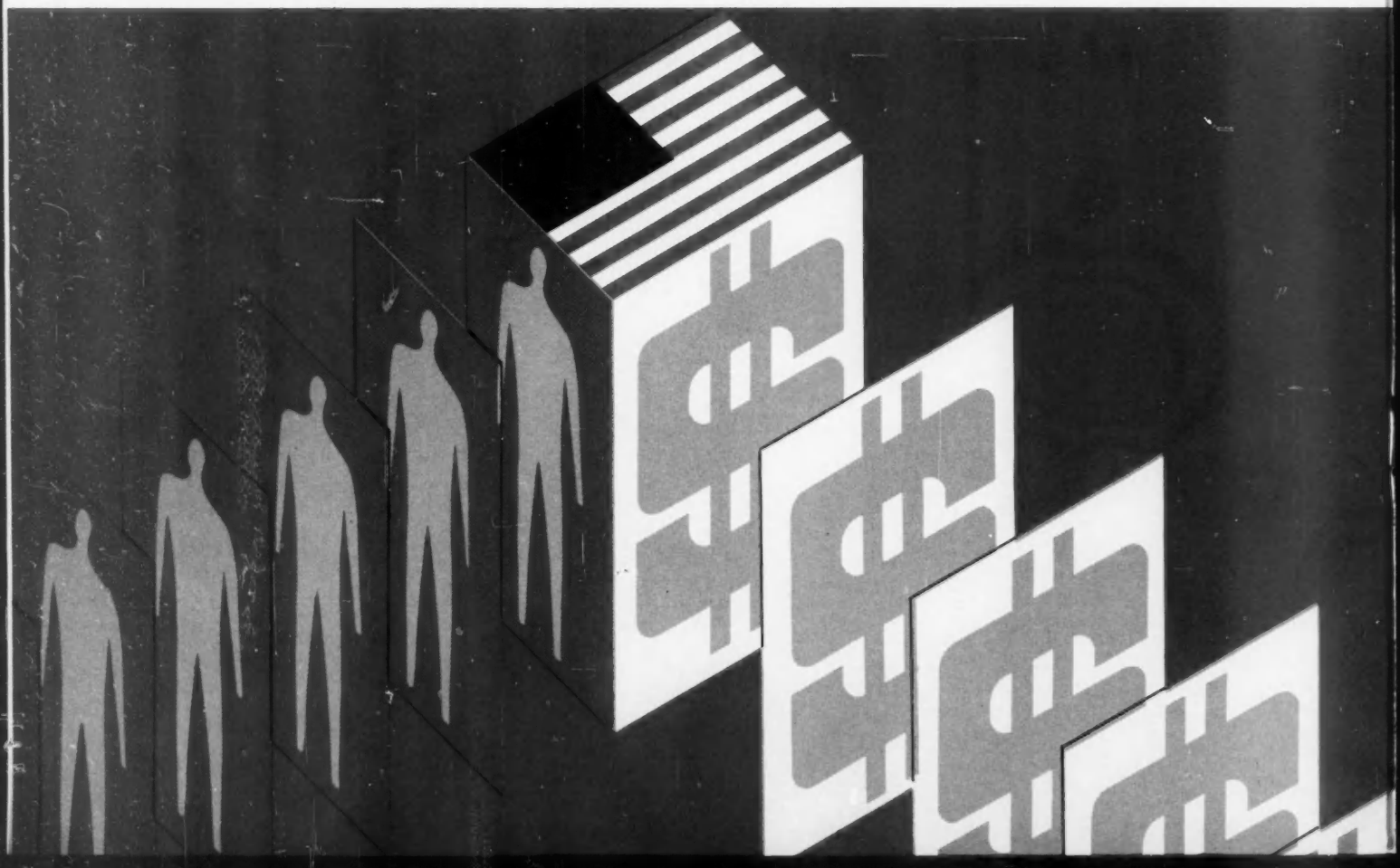


sonably certain contributions that manpower policy can make to economic policy. First, manpower programs can serve as a contracyclical device for helping those who bear the major burdens of anti-inflation policies, namely the unemployed. Unemployment insurance and other income maintenance programs long have been recognized as important contracyclical economic stabilizers. Since they add to aggregate demand, they impede anti-inflation efforts but they make them more fair by distributing the impact somewhat.

The Public Employment Program (PEP), set in motion by the Emergency Employment Act, must be regarded as a contracyclical program. It places people in public service jobs at Federal expense, and in its first year, provided jobs for more than 160,000 people. PEP has functioned with remarkable smoothness and effectiveness. While there can be no assurance that this performance would continue at higher levels of funding and enrollment, it is clear that unemployed people have been provided useful jobs (and society useful services) at relatively low cost. For employable people, at least, the public service employment approach generally makes more sense as a contracyclical device than mere income maintenance.

A second contribution manpower policy could make—untried but also highly promising—would be to establish a program of assessing the manpower implications of major new departures in public policy and devising methods of dealing with problems that are bound to arise in meeting new manpower demands. The space race, Medicare, Vietnam, and manpower programs themselves are examples of public policy decisions taken with inadequate consideration of their impacts upon the Nation's labor force. The result has been unnecessary hardship for many individuals and hampering of program effectiveness.

The space effort, for example, expanded rapidly and led to an increase in scientific and technical manpower; when it was suddenly cut back, many scientists, engineers, and technicians were left without employment. Medicare and other health care efforts have been less than fully effective because they have pressed hard upon limited supplies of health manpower with



little advance effort to increase trained personnel at a speed commensurate with the expansion of the demand. The same is true of manpower programs, which have suffered from lack of trained professionals and administrators.

The need for better assessment of the manpower implications of public policy decisions has been recognized by the President. In his introduction to the 1972 MANPOWER REPORT, the President said, "Both the efficiency of our economy and the well-being of the country's workers will be served by more systematic assessment of the manpower consequences of government policies and programs." As a first step, the President instructed the Secretary of Labor "to develop for my consideration recommendations with respect to the most effective mechanisms for achieving such an assessment and for assuring the findings receive appropriate attention in the government's decisionmaking processes."

Beyond those two functions, the failure to find a broader economic role for manpower policy probably is attributable to a persistent short-run emphasis in all of our public policies. Elected officials can rarely look beyond the next election and civil servants tend to have their vision riveted on the current budget cycle.

Policymaking Body Needed

Current manpower programs accent that short-run emphasis. Even the Emergency Employment Act could not become law until it promised only temporary employment. The training programs we have now may take some of the unemployed off the labor market, but it is unrealistic to think that an expansion of these programs alone can significantly change the unemployment-inflation trade-off. Entry level skills can be supplied in a few short weeks, but alleviating labor shortages among professionals and craftsmen requires years of training. Short-term remedial programs cannot be expected to undo the impact on a person's employability of a lifetime of poor education, ineffective training, and general deprivation.

Because of an understandable desire to serve as many people as possible within limited budgets and to assure placements, training has been for limited skills in high turnover occupations. For the most part, these are occupations which other people enter without formal training. Higher level, more attractive jobs are just as available but at greater program cost.

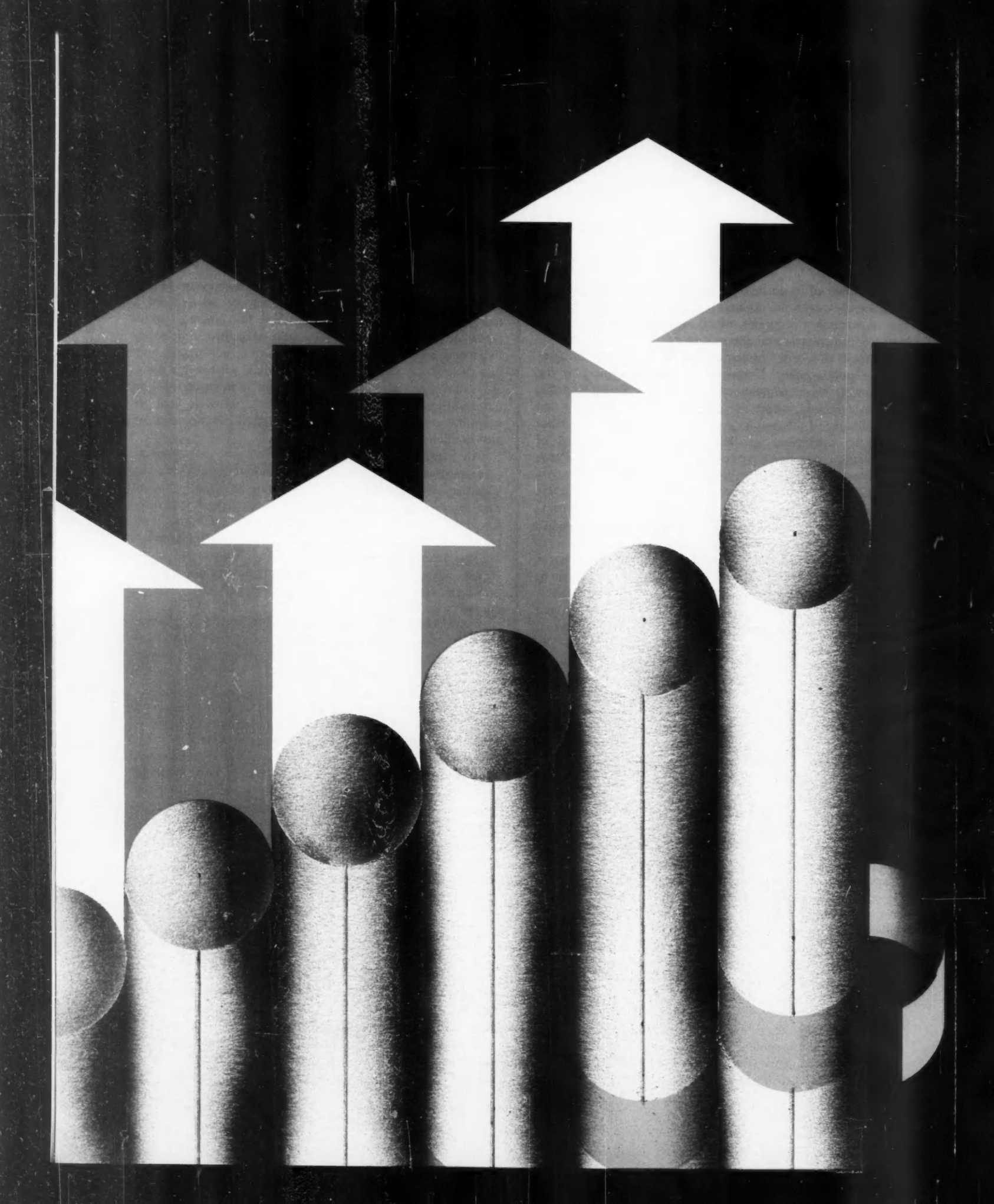
Higher productivity, greater adaptability, and a better fit between supply and demand will come only with basic reforms in the manpower development process. Manpower development, it should be noted, goes far beyond just job training. It involves our complete educational system, welfare and social service agencies, private employers, and labor unions, among others. Fundamental changes in the attitudes and operation of these and others of our basic institutions will be required if manpower programs are to reach their full potential. Manpower development is a long-run assignment involving policy judgments and decisions beyond the short-term horizons built into the political system. For these reasons, what seems desirable is a manpower policymaking structure more insulated from the short-term considerations of politics but with final responsibility resting in the hands of elected officials who are answerable to the voters.

This manpower body could have part-time policymaking presidential appointees, representing various public interests, including organized labor and the business community, backed by a capable research staff. Relieved of operating responsibilities and armed with the ability to make public reports, members could explore, identify, and publicize interrelationships between manpower and economic policy. They could be assigned independent evaluation authority for manpower programs and could explore the manpower impacts of any important policy decision.

Theirs could be the assignment to consider and recommend the ideal long-run manpower policy, integrated with education, welfare, housing, and other important policies, to produce the most productive and adaptable work force and to insure jobs for them.

A body with more power and influence and a broader mandate—called the National Institute for Manpower Policy—is called for in a comprehensive manpower bill (H.R. 11688) now pending in Congress. The bill would give the Institute responsibility for "developing a national manpower policy." The Institute would be in the Executive Office of the President, and have a 21-member board including the Secretaries of Labor, Health, Education, and Welfare, Defense, and Commerce, and the heads of the Veterans Administration and the Office of Economic Opportunity. Two members each of the House and Senate would be on the board as well as 11 members representing labor, education, and business; the chairman would be chosen from this latter group by the President. The Institute would have a full-time director and staff.

Whatever body is brought into existence, it will have to come to grips with the central issue of policy. The dictionary says policy is "a definite course of action selected from among alternatives in light of given conditions to guide present and future decisions." We have nothing in the manpower field today that fits that description. And until we have a viable mechanism for establishing manpower policy and overseeing its implementation, manpower programs will be of minimal use and effectiveness as a tool in managing the economy. □



Educated Manpower and National Goals

by George B. Weathersby

In the 1960's, national expectations for the employment of educated manpower expanded continuously. Individuals and institutions alike responded to the attraction of professional fields that welcomed what seemed to be an endless stream of new workers. Launched by Sputnik, fueled by the rapid expansion in postsecondary educational institutions, full employment for our scientific, technical, and other educated manpower lasted for most of the decade.

During the past few years, however, educated manpower in a number of occupations has suffered from unfavorable imbalances in supply and demand. Scientists and engineers have experienced increasingly high unemployment plus slowing growth rates in starting salaries, extended periods of job search, and significant underemployment. Today, as many as 20,000 new science graduates are unable to get work in their fields.

Teachers are having somewhat similar problems. We continue to train elementary school teachers, although we already have about twice as many as we apparently need. Recently, news stories have reported that librarians, researchers, and other specialists are joining the ranks of jobhunters who are having trouble finding work.

Projections of manpower supply and demand show that we will continue to have imbalances of this kind for some time to come. Some students of the problem—among them, Allan Cartter, chancellor of New York University, and F. E. Balderston and Roy Radner, in papers for the Ford Foundation Program for Research in University Administration—have warned that our supply of Ph.D.'s over the next 20 years is likely to exceed demand by universities and colleges, their major employers. Wallace Brode, former president of the American Association for the Advancement of Science, expects that current patterns of university attendance will produce a surplus of engineers and scientists for the next quarter century.

Dr. Weathersby is on a year's leave from the University of California, where he is associate director of the Office of Analytical Studies, to serve as a White House Fellow. This article is adapted from his presentation to the National Manpower Advisory Committee's Subcommittee on Professional, Scientific, and Technical Manpower.

In general, we identify some aspect of our economic or social environment as a problem when there seems to be a divergence between our broad expectations and their fulfillment. By and large, we take it for granted that there will be a constancy in the occupational roles of professional manpower ("If our population increases, we will need more scientists, researchers, librarians"). We expect to have mobility in our society ("If minority persons could get a good education, they would share in the good life of America"), as well as higher schooling for all ("Each person should be able to develop his abilities to the fullest through education").

Unfortunately, these expectations are coming loose from their moorings. More education does not necessarily lead to better jobs, as many persons are now learning. Minority students are finding—just as they are starting to enter colleges in significant numbers—that if they enter certain fields their prospects for employment after graduation are not very good. Moreover, in some sectors the provision of universal education is now being questioned on economic grounds.

Assessment of National Goals Needed

What went wrong? Was this malfunctioning in the job market for educated manpower caused by a general slowdown in the economy, an industrial changeover to peacetime pursuits, or lessened Federal support for basic research and education? Many observers believe that the difficulty is attributable to one or a combination of these factors, and thus are tempted to try to solve the problem by turning the crank the other way—speeding up the economy through tax cuts, investment credits, deficit spending, or even by initiating vast new space projects. Then, so the argument goes, we could fully employ our educated manpower and keep the doors open for more to come.

But there are reasons for not turning the crank backwards. At best, this action merely deals with the symptoms. At worst, it exacerbates the underlying problems because it may keep machinery turning out additional manpower that can only produce new imbalances somewhere further down the line. Rather, we should begin to seek long-term solutions to our problems by

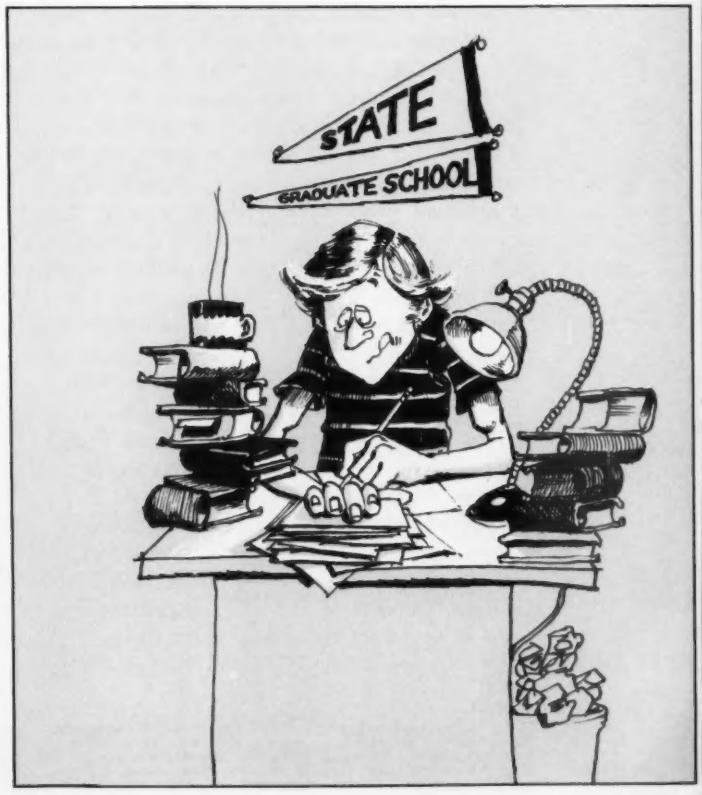
directing attention elsewhere. We should ask: "Where do we want the United States to be 5 years from now? What are our major national economic and social goals?"

Even an imprecise and crude statement of national goals would send us along some productive lines of thought. It would give us a starting point from which to assess some of our manpower needs and the alternative mixes of human and physical resources we might use to meet them. In other words, we should begin to shape a manpower plan. It is only with such a plan that we can formulate meaningful policies for graduate education, alternative certification or accreditation procedures, the Government's role as an employer, and other manpower development strategies.

In recent years, numerous commissions, committees, study groups, and task forces have grappled with the task of setting out broad national goals. While none of these efforts was overly successful, a rhetoric was born which now shows up in such prestigious places as the Federal budget. The budget is analyzed in terms of how much is being devoted to such categories as human development, social and physical development, society under law, and international affairs. These categories sound like good things, but unfortunately they are so general that they are not operational in terms of actual manpower planning.

The Administration, the Congress, and numerous organized groups of voters have espoused somewhat more meaningful objectives. Among these are:

- Full employment with a high level of economic growth and reasonable price stability.
- Equal opportunity for all citizens to participate in our society and to help shape Government decisions affecting their lives.
- Basic necessities for all—food, shelter, medical care, housing, personal safety, and an adequate income.



- Adequate national security.
- Economic aid to less-developed nations.

Once we take these goals and begin translating them into manpower requirements, we come face to face with the diverse and interesting problems of manpower planning, including the social, political, and psychological repercussions. There still are people, for example, who fear broad-scale manpower planning and would side with the views expressed at a Utilization of Scientific and Professional Manpower Conference held at Columbia University nearly 20 years ago:

"I find the whole manpower (planning) concept repulsive, disgusting, dangerous, fascistic, communistic, incompatible with the ideals of liberal democracy, and unsuitable company for the minds of the young," a conference speaker said. "The manpower concept is basically, I suspect, an engineering concept, and one of the main problems of society is to keep engineers in a subordinate position."

One fact of life such viewpoints fail to note is that governments then and now, and particularly the Federal Government, affect the educated manpower supply and demand in their normal course of business.

At the basic counting level, the Federal Government traditionally has supplied extensive data that influences public and private manpower decisions—data on the labor force, employment, salaries, college enrollment, and the like. Projections of rising college enrollments, for example, stimulated the expansion of educational programs. Now, with the anticipated leveling off and possible absolute decline in college enrollments, these projections are having a profound adverse effect on resource support and planned expansion of educational institutions.

We also are learning that retrenchment is painful and difficult. There are more than 2,500 accredited institutions enrolling more than 8 million students at an annual cost of about

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$30 billion. These institutions consider their primary objectives to be the education and certification of educated manpower, and they demand planning and support in their own right. Certainly, they require more explicit long-term signals on national manpower needs than they have had.

At policy and program levels, nearly all federally funded efforts, whether concerned with highway construction or health care, have tremendous manpower repercussions. Federal policies played a particularly important role as we awoke to the changing needs of the "space age." Some of the devices used to increase the supply of scientific manpower were capitation grants and other financial aid to educational institutions; student scholarships; support of basic and applied research by Government agencies such as the National Institutes of Health, universities, so-called "think tanks," and a host of other public and private organizations; and various tax incentives for institutions.

But although the Government has greatly influenced manpower supply and demand, its planning efforts have been narrow and short-range. While scientific manpower needs received massive attention after Sputnik, our goal "to provide all citizens an equal opportunity to participate in our society" has not been stressed strongly enough in our manpower considerations.

As yet, it is not clear what mixtures of expertise and skill levels might be most effective in reaching national goals. In a study of the composition of six Western European economies, the Organization for Economic Cooperation and Development (OECD) found that proportions of people active at various skill levels differed significantly among nations. A similar study comparing skill level distributions in Greece with those of four countries that have roughly comparable economies also found great variations in skill distributions.

The whole question of substituting one kind of labor for another (such as use of paraprofessionals to take over some of the functions of professionals) requires far more research if we are to make wise choices among our options. Certainly, whatever course we choose, it vitally affects skilled manpower. A study of physician needs, made with a U.S. Public Health Service grant, indicates, for example, how we can change a manpower shortage into a manpower surplus. This study showed that national adoption of the Kaiser Permanente group practice approach—which extensively uses paraprofessionals—would turn from an eighth to a third of our private physicians providing patient care into surplus workers. One might ask: In striving to meet national goals can we afford not to consider alternatives in the use of our manpower? Yet when we make projections of manpower demand and supply, we do so largely along occupational lines drawn by tradition.

In addition, we should consider labor-capital substitutions in long-term manpower planning. This trade-off is familiar in basic production, transportation, and communication industries, but it also is relevant in professional, scientific, and technical fields. Engineers can now use computers to aid in design and calculation, thereby replacing some draftsmen and other specialists. Automation in certain types of medical diagnosis should greatly increase a medical unit's productivity and lessen needs for workers. In classrooms, computer-aided instruction also has been shown to be more effective in certain subjects than added manpower.

Federal manpower policies that emphasize labor rather than capital inputs may encourage unnecessarily high demands for educated manpower and make inefficient use of our resources. On the other hand, emphasis on labor may be consistent with objectives for full employment. In any case, Federal policymakers must assess the costs and benefits of various approaches rather than permit custom or accident to make their choices for them.

Shorter Degree Program Recommended

Some attention also must be paid to future manpower needs in those occupations in which we now are building worker surpluses. Although Wallace Brode estimates that we will produce about 120,000 surplus engineers and scientists between 1968 and 1986, he also expects we will then begin to have a severe shortage of these workers. (He bases his findings on a series of assumptions, among them that only 2 percent of the 22-year-old population has the ability and motivation for these professions.) Brode argues that the Nation should put many of its surplus engineers and scientists to work on socially useful tasks during the years of surplus. In effect, this would place them in an occupational "holding pattern" for the next 15 years until their skills are in short supply. However, skill obsolescence in engineering occurs in from 5 to 10 years.

Whatever our future educated manpower needs may be, another area of concern is the efficiency with which educated manpower can be produced. Some thought has been given to altering our educational technology to speed up the production process and lower per person time and costs. One recommendation, made by the Carnegie Commission, is to move toward 3-year baccalaureate and 4-year doctoral programs. Given the responsiveness of educational institutions to financial incentives, governmental funding might help bring these changes about.

In meeting national goals, manpower planners must also take account of a number of organizational structures and other elements in our society that have strong implications for manpower policies. Among these are:

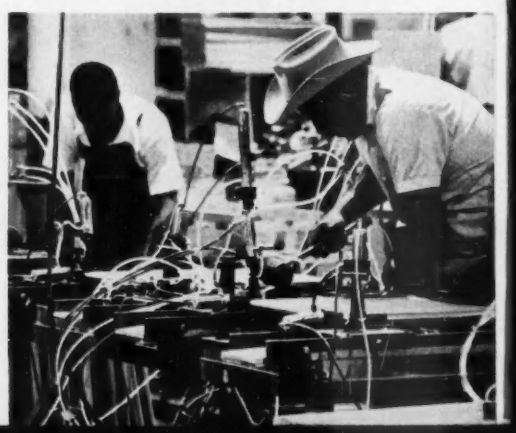
- Efforts to obtain equality of opportunity. There are massive manpower implications in all such efforts, whether they involve manpower training programs for the disadvantaged, job and union entry for minorities, or equal work and pay for women. In reaching all other national goals, equality of opportunity should be included when total costs and benefits are reckoned.
- The moral-psychological climate in which we view work (often identified as "the Protestant work ethic"). Although midcareer retraining programs are viable mechanisms for furthering economic growth and the productive employment of our people, many unemployed skilled workers, such as aeronautical engineers who train for different and sometimes lower status careers suffer a deep sense of personal failure. Retraining programs must be cognizant of psychological as well as economic needs.
- The highly decentralized, complex structures we employ for the delivery of most social services. Often there are city, county, State, and Federal workers all attempting to coordinate and cooperate in health, welfare, manpower training, and the like. While such structures significantly raise costs, they also increase employment. We should note, however, that we have alternatives—some Western European nations employ highly centralized social service structures.
- The Federal Government as employer and contractor. It not only is the largest employer in the Nation but also exerts pervasive influence over the employment of millions of persons who work for firms with Government contracts. In recent years, about 20 percent of the scientists and engineers in the entire industrial work force were employed in prime contractor aerospace companies and another 3 million workers were directly involved in military industrial work. The Government is in a unique position to affect manpower strategies through its own employment and contracting policies.

There has been a great deal written and discussed in recent years about Federal manpower objectives and policies. However, these objectives rarely are the ultimate ends desired from public action but are far more often intermediate or derived objectives. Educated manpower is not an end in itself—producing 29,000 Ph.D.'s a year is hardly a meaningful function unless we need them to carry out work of value to the Nation. Our ultimate objectives lie in our national goals. It is time we began considering our need for and use of educated manpower in this context. □

'Losers' Master Their Craft

by John Chavez

Businessman Uses JOBS to Help Poor Prove Their Worth



Thirteen years ago a young Mexican American who had left high school in his freshman year to take a bus boy job finally saved enough money to begin turning a dream into a reality. He bought some plywood and nails, and using a few tools and a lot of natural talent in woodworking, built a kitchen cabinet in the garage of his rented Denver home. He sold the cabinet and, with that money, bought some more wood.

Cecil Hernandez—now 42 years old—still is building kitchen cabinets in Denver, but the one-man garage shop has been replaced by four modern plants manned by nearly 450 people. The dream of the son of poor migrant farmworkers has become the reality of Mastercraft, Inc., a growing company with two plants in Denver, one in Phoenix, and a newly opened plant in Dallas.

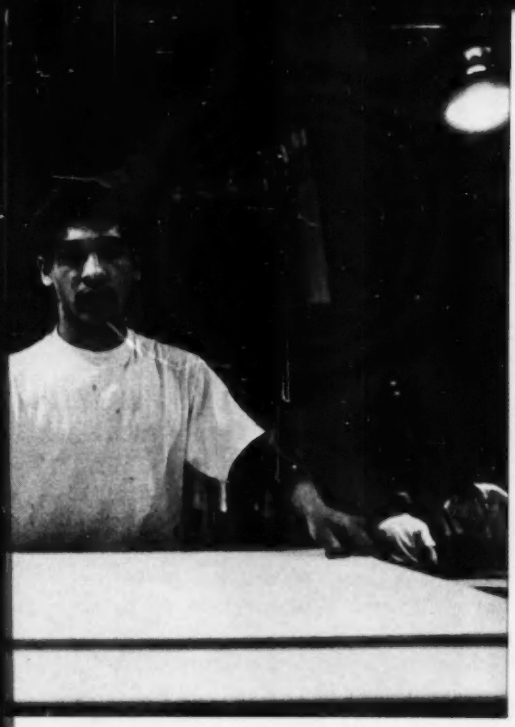
For Hernandez, who toiled in the beetfields as a youth, the financial success of his company is doubly gratifying because it has enabled him to give other people from disadvantaged backgrounds the opportunity to cultivate a skill and hold a steady job.

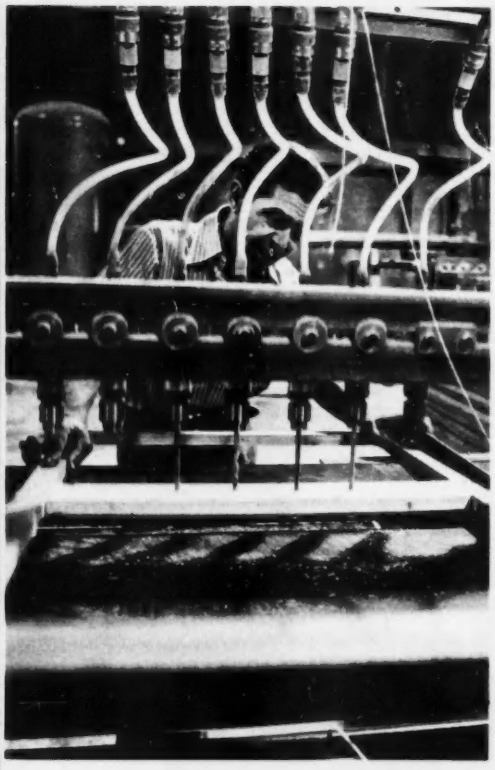
"The excitement," said Hernandez, "is in the fact that many job openings will be developed, our people will have the opportunity to grow along with us, and people who were once regarded as 'losers' are now profitably employed in meaningful and productive jobs."

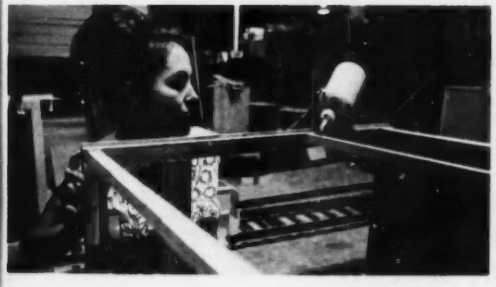
For more than 2 years, Mastercraft has

Mr. Chavez is a member of the U.S. Department of Labor information staff.

Kitchen cabinets in the making at Mastercraft.







Labor Dept. photos by Robert Moeser

been hiring Chicanos, blacks, and other disadvantaged persons under the Manpower Administration's Job Opportunities in the Business Sector (JOBS) Program. "These people need the opportunity to learn a skill and, because of the JOBS Program, we can give it to them," Hernandez said. Under JOBS, private firms first hire and then train the disadvantaged, with the Federal Government reimbursing the employer for the extra costs of the intensive training and supportive services such persons often require to maintain competitive employment.

Hernandez signed Mastercraft's first JOBS contract in May 1970, and the firm is now completing its fourth agreement to employ the disadvantaged. Under the four contracts, which have involved a total Federal investment of over $287,000, Mastercraft has offered its 6-month comprehensive training and education program to a total of 115 disadvantaged persons, including 30 under the present contract.

Some Leave for Better Jobs

An initial screening interview determines in which department the new employee will begin his training. Most start at some relatively simple stage in the process of producing the wooden components that are later assembled into cabinets. By the end of training, each participant has been taught to measure stock to specification; operate sanders and various air-powered drilling, cutting, and forming tools; and assemble and paint finished cabinets.

New hires under the JOBS Program earn $2.30 an hour and can work up to a maximum of $2.75 during the training period. A year after training they can earn up to $3.27 an hour under the company's bargaining agreement with Carpenter's Union Local 1583, which has given its full support to the effort.

Al Zendejas, program director for Mastercraft, said that more than half of the JOBS hires are still with the company and fewer than 30 percent have failed to complete training.

"Although we train them for permanent employment with Mastercraft," said Zendejas, "at least 10 of our people have gone on to better jobs with other companies after completing their training."

According to Zendejas, the main cause of trainee terminations is lack of transportation. Located in one of Denver's newest industrial parks, Mastercraft is approximately 11 miles from the Denver barrio where most trainees live. Many trainees don't own cars, and public transportation is inadequate.

To help its disadvantaged workers with transportation and other problems, the firm hired Ben Hernandez. A soft-spoken man who was himself disadvantaged and in poor health before coming to Mastercraft, Ben is responsible for seeing that all the JOBS enrollees get to work every day.

"Sometimes I've had to bring in 10 or 12 people a day," he said, which means his own day sometimes begins at 5 a.m.

He also assists trainees in a variety of other ways—arranging child care services, helping trainees to get drivers' licenses and license plates, and sometimes taking them to doctors and even to court.

One employee who had to interrupt his work a couple of times to report to his parole officer is Booker T. Newbins. Newbins, who spent 15 years in prison, was on welfare when he was referred to Mastercraft through the Work Incentive (WIN) Program, a Manpower Administration training and job placement effort for welfare recipients.

"I was afraid my record would hurt me like it always did," said Newbins, "but Al Zendejas told me it didn't make any difference." Newbins now is training to be assistant foreman in the woodcutting department.

Mastercraft's rapid growth has opened up many opportunities for promotion, and a number of JOBS employees have moved up. Seven are now foremen and 20 are assistant foremen or are being trained for that position. Several others, like Julie Mora and Joseph Huerena, have moved from production jobs to office positions.

Miss Mora, who began her training in the assembly department, now is a secretary in the personnel office. Huerena's interest and enthusiasm in the company enabled him to move from the factory to the sales force. He credits Zendejas with helping him develop the confidence an effective salesman needs.

Mariano Rodriquez is another former JOBS trainee who has been on the move —occupationally and geographically. A Cuban immigrant who spoke only Spanish when he arrived in this country a few years ago, Rodriquez was promoted to assistant superintendent in the Denver component plant and was trained on the job there for his present post as superintendent at Mastercraft's newly opened factory in Dallas. The Phoenix plant also is being supplied with supervisors trained in Denver.

Rodriquez' chances for advancement were enhanced by the English language training he received at Mastercraft. Job-related basic education is an important part of the supportive services the firm offers its disadvantaged workers. Instructor Alma Martin assesses each trainee's educational needs and, so far as possible, sets up an individual program to meet them. Emphasis is on basic reasoning and arithmetic needed for taking measurements. Since the majority of trainees are Spanish-speaking, many are given remedial reading and basic English.

Enrollees also are assisted in obtaining their high school equivalency (GED) certificates. In addition, over the past year the education program has helped nine JOBS enrollees to graduate from local high schools with regular diplomas.

Besides instructing trainees, Mrs. Martin provides them with related counseling. "I try to help them develop pride in themselves," she said, "because self acceptance is really the number one step."

Support Services Available

Mastercraft's supportive services are designed to help trainees deal with almost any obstacle that might impede their progress toward permanent employment. The firm has even retained a Chicano lawyer to represent and advise trainees on such matters as financial difficulties and traffic offenses, two of the most frequent problems.

Most Mastercraft JOBS recruits are referred to the company by the State employment service, community action agencies, the WIN Program, and the Concentrated Employment Program (CEP), a Manpower Administration effort to make available under one sponsor a variety of manpower and supportive services in target poverty areas. All new JOBS hires are given a medical examination. This is followed up during the training period by minor medical and dental care for any problems affecting job performance.

New trainees are given 12 hours of

Cecil Hernandez: "The excitement is in the fact that . . . our people will have the opportunity to grow along with us."

Students (clockwise from left) Zak Cabral, Jerome Scott, John Rivera, and Mariano Rodriguez enjoy a light moment during a classroom training session with instructor Rita LeDoux.

Now a salesman, Joseph Huerena started his training in the painting department.

Al Zendejas: "We're all in a training program here because we're constantly learning about people."

Former JOBS trainee Jerome Scott, now assistant foreman in the cutting department, shaves the edge of a door to get the desired design. Scott, who was on parole when hired by Mastercraft, made such excellent progress that the last 18 months of his parole were dropped. "If it wasn't for Mastercraft," says Scott, "I'd probably be back in jail."

orientation during which they receive a tour of both the components and assembly plants and an explanation of the training they will receive, the services available to them, and what is expected of them. Zendejas says the three most important gauges for determing a trainee's progress are "attitude, attendance, and production."

To help the disadvantaged make the often difficult adjustment to the work environment, each trainee is assigned a regular employee as a "buddy." The "buddies"—all of them union members—receive 8 hours of special training from the AFL-CIO Human Resources Development Institute (HRDI) in preparation for working with disadvantaged trainees. HRDI, which was set up by the AFL-CIO with Manpower Administration funds to build and coordinate union support for manpower programs, pioneered the buddy concept.

Supervisors who will be in charge of JOBS trainees receive training through the Denver Chamber of Commerce. Since many supervisors, including the foreman of the door department, Joe Costillio, are former JOBS hires themselves, they have a natural allegiance to the program and its objectives.

Zendejas holds weekly meetings with department supervisors to iron out problems related to the training program. The supervisors in turn conduct weekly meetings with plant personnel, including JOBS trainees, to discuss any difficulties.

Problems which cannot be solved at lower levels get the direct attention of company president Hernandez at a weekly conference with management officials.

From the outset Hernandez has made it clear that he would give—and expect from others—total commitment to the effort to make a place for the disadvantaged at Mastercraft.

"Business has to learn to understand minorities," Hernandez said. "It must be able to communicate with them and earn their respect. It's difficult; we've had failures. But I believe that whether they stay or go, we play a part in helping them straighten out their lives."

Most of Mastercraft's JOBS participants undoubtedly would agree. As Booker Newbins put it:

"They do what they say they do here, and this is beautiful to me." □

News&Notes

More Americans walk to work than ride buses or street cars, according to Census Bureau figures for 1970. Out of a labor force of nearly 77 million at the time of the study, nearly 5.7 million walked to work compared to less than 4.3 million who used a bus or street car. Going by car was by far the most popular route. Nearly 60 million American workers, either as passengers or drivers, used autos between work and home.

* * *

The Department of Labor has launched a $7.5 million program called Comprehensive State Correctional Manpower Models in Illinois, Maryland, New Jersey, and South Carolina. The comprehensive approach to help offenders will include education, skill training, pretrial intervention, employment service assistance, bonding, and efforts to reduce juvenile delinquency. Other elements may include greater use of work and training release laws; cooperation with private employers to improve hiring practices, and such supportive services as health care and legal aid. "The Manpower Administration is attacking the correctional problem with this new comprehensive approach since one-pronged, piecemeal efforts have not achieved appreciable success in breaking the pattern of release and return to prison," said Secretary of Labor James D. Hodgson.

* * *

Colleges around the Nation have been awarded grants totaling more than $10 million to improve their allied health training programs. The money is coming from the Department of Health, Education, and Welfare's Division of Allied Health Manpower. The grants will beef up training for health workers such as dietitians, medical technologists, and physical therapists. These are the first Allied Health Professions Special Improvement Grants under authority of the Health Training Improvement Act of 1970.

* * *

If Federal bureaucrats are merely paper-pushers, as some critics claim, at least they are getting more efficient at it. A new index shows that output per manyear among Federal employees rose 7.7 percent between 1967 and 1971. The index was devised by the Office of Management and Budget, the General Accounting Office, and the Civil Service Commission.

You can now get a master of arts degree in manpower development. The New School for Social Research in New York City opened graduate classes in the subject this fall. The program offers a 2-year part-time course of study. It was established because "a critical need for manpower specialists has developed in government agencies, educational institutions, community organizations, labor, and private industry," said Dr. John R. Everett, school president. Professionals will be prepared for work in administration, planning, and training. The Louis Calder Foundation is giving the program financial aid.

* * *

Nearly 17,000 unemployed engineers, scientists, and technicians have found jobs through the Manpower Administration's Technology Mobilization and Reemployment Program.

* * *

The AFL-CIO's Human Resources Development Institute (HRDI) is in the middle of a 1-year effort to obtain 17,500 job openings for enrollees in Manpower Administration training programs. HRDI has been working closely with the National Alliance of Businessmen and other private employers and unions to create these openings and funnel them into the Job Banks maintained by the State employment services. Funded by the Manpower Administration, this project is especially important to the minority disadvantaged and to Vietnam veterans, two groups which are given priority in enrollment in Federal manpower programs.

* * *

A construction safety and health training course developed by the U.S. Department of Labor is now available for sale to the public. The course teaches construction employers and workers how to recognize and avoid unsafe and unhealthful work practices and conditions. It consists of five instructor guides, each representing 6 hours of instruction, plus 466 color slides illustrating hazardous conditions on the job. The five guides may be purchased at $1.50 each from the Superintendent of Documents, Washington, D.C. 20402. The guides plus colors slides may be purchased for $75 from the National Audio Visual Center, Washington, D.C. 20409.

XU

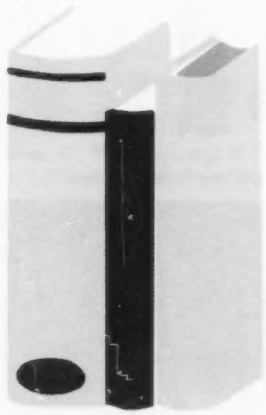
Ingenuity Builds a Library

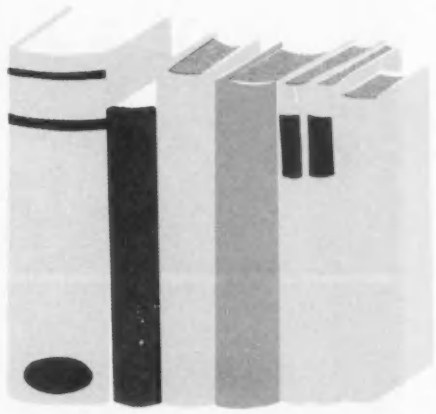
Skills Center Taps Variety of Resources Including Talents of Its Own Trainees

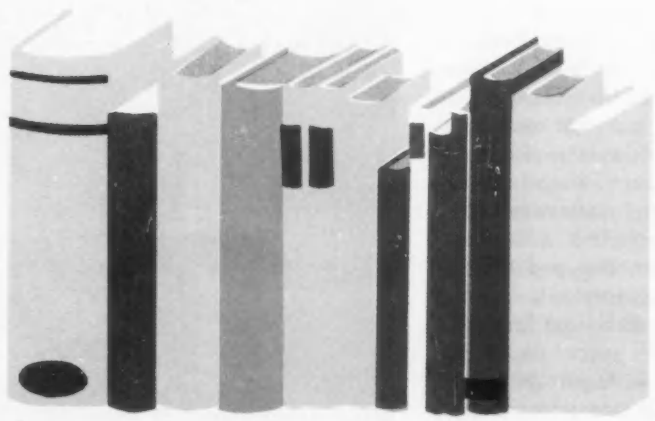
"I will read and study and prepare myself," said Abraham Lincoln. "Someday my chance will come."

That quotation is mounted on an engraved plaque at the Manpower Development and Training Act (MDTA) Skills Center at Camden, N.J. A skills center seems a particularly appropriate place for such a motto since it offers job training and remedial education to unemployed or underemployed men and women seeking a way to better themselves.

The Camden center has been at this task for 7 years. Jointly funded by the U.S. Department of Labor and the U.S. Department of Health, Education, and Welfare, its enrollees—normally 275 at a time—learn a variety of jobs ranging from air-conditioning repair to nurse aide in courses usually lasting 25 weeks.





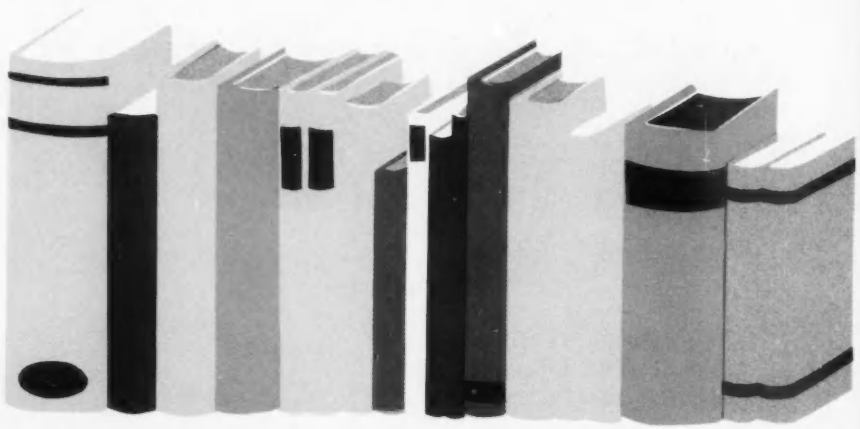


Surplus Books Donated

But one thing the center lacked was a library to encourage enrollees to develop such useful habits as studying and reading. "During the first few years we could only afford to set aside a reading room furnished with paperback books and magazines contributed by the staff," said center director W. Fred Fiene.

The city public library offered some aid. Beginning in 1968, the library made a practice of lending the center hardback books at the rate of 100 at a time. The books were housed in a remedial education room and loaned out to trainees.

The Camden County Vocational & Technical Schools also helped by donating surplus books. But even with these the number of volumes and the range of both subject matter and reading level were not enough to support the Skills Center's career training or its basic education classes in math, English, citizenship, reading, health, and job orientation. Anxious to build and equip a well-stocked library fitting the reading levels of the trainees—



The library is popular with trainees.

from the most basic up to the college level —center officials discovered to their dismay that the cost would be $75,000, an impossible item to fit into the budget.

The first real breakthrough came 2 years ago. The Federal Government makes surplus materials and equipment available to MDTA programs, and in August 1970, the Camden center received through the General Services Administration (GSA) 5,000 volumes valued at almost $38,000 from the library of a military base that had been closed.

Spurred by this break, the center relocated a drafting shop to make room for a library. The transformation was further aided by GSA, which donated building materials. All the work was done by center trainees from the woodworking, sheet metal, electric, and air-conditioning shops.

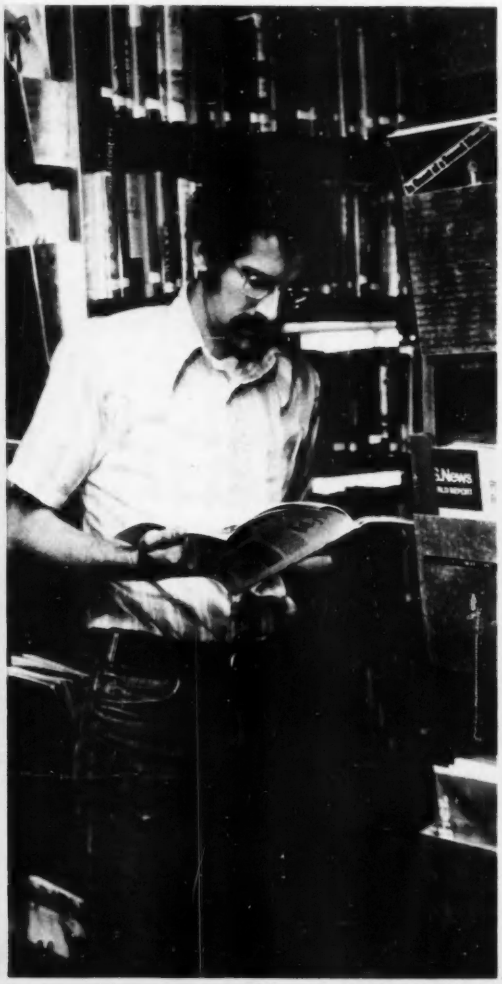
The next step was establishing a card catalog system. The center appealed to the County Vocational & Technical Schools, which welcomed the opportunity for its library technician students to put their academic knowledge into actual practice. The students classified the books according to the Dewey Decimal System, a standard arrangement for libraries. Index cards were then typed up by Skills Center clerical trainees, a task that took nearly a year—20,000 cards were involved—and gave the enrollees some valuable training.

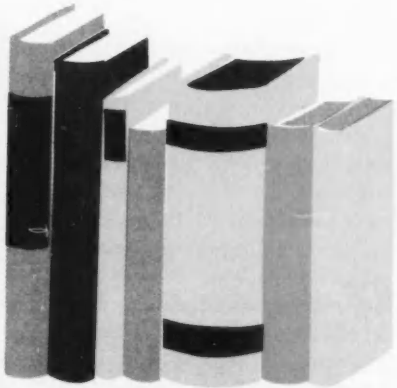
A large quantity of audiovisual materials, devoted to instruction in the trades taught at the center, that had been accumulated over the years also was centralized and cataloged within the library.

The library finally opened its doors to students and staff in August 1971. And like any living thing it continues to grow. It receives free film strips and kits from

A novel draws the attention of general office clerk trainees Marilyn Claflin (left) and Florence Roberts.

A break in his training schedule gives Dave Waxler a chance to browse through one of the library's 70 periodicals.





Trainee Jim Weiss gets help in using the card file from librarian Joan Meehan.

Library aide Charlene Copling (left) shows trainees how to use a film strip viewer.

news media and other agencies, and has access to the audiovisual collections at the Philadelphia Navy Yard and the Camden County Film Library. Additional books have been received from a closed-out Job Corps center and the curriculum laboratory of the New Jersey Division of Vocational Education.

Today it has nearly 8,000 volumes, most of them hard-back, ranging from books of instruction in industrial arts and trades to classical fiction. It also has subscriptions to 70 periodicals, and over 225 audiovisual training aids. The total out-of-pocket cost for this library was $400, which came out of the center's budget for refurbishing. The center's achievement in developing such a facility was recognized recently by the U.S. Office of Education, which presented the center with a National Certificate of Merit.

Many Now Read for Pleasure

As for the center's trainees, many of whom had never read or borrowed a book, they no longer "feel like an alien in a foreign land when they enter a library," according to Fiene. They are no longer too shy to ask reference questions or to request the use of films and other audiovisual aids. They are using encylopedias and similar reference works and going to periodicals for help in their specific trades.

Recreational reading also has increased dramatically. "They don't have to be pushed any more to seek out reading material for self-improvement or enjoyment," said Fiene. Best of all, he added, the trainees are now taking out cards from their local public libraries—"a habit that will stay with them long after they complete their MDTA training." □

Budding Operating Engineers Put Rejuvenated Equipment to Good Use

Junk No More

by Jack Hashian

One man's junk is another man's vehicle to a $7-an-hour job as a heavy equipment operator or mechanic.

At least that's the way it's been working out for the U.S. Department of Labor's Manpower Administration and the International Union of Operating Engineers, AFL-CIO.

The junk is heavy construction equipment of every conceivable type which has seen better days as the original property of the Department of Defense, the U.S. Forest Service, the Atomic Energy Commission, and other Federal agencies. To make necessary repairs would have required the owners to spend at least 60 percent of the original price of the equipment, which is from 8 to 15 years old and when new cost anywhere from $35,000 to $100,000.

It wouldn't be good business for the Department of Defense, for example, to bring back from Vietnam a worn-out $50,000 hydraulically operated front-end loader and spend $30,000 or more to repair it. So it is declared excess property and the General Services Administration (GSA) gives it free—first come, first served—to a Federal agency. (If there are no takers, it eventually becomes surplus property and private firms can buy it.) This is where the Manpower Administration and the Operating Engineers step in to give this tired equipment added years of productive life.

For years the Operating Engineers Union has been training its apprentices on the job using the regular equipment supplied by the contractors. In 1963 it began leasing heavy equipment for use in off-the-job training projects financed through Labor Department Manpower Development and Training Act (MDTA) contracts and private trust funds. The rental costs, which ran into the hundreds of thousands of dollars, ate deeply into the MDTA funds and private trust monies.

Then, in 1967, the union needed more heavy equipment to carry out a contract to train disadvantaged youngsters at the Job Corps Center in Jacobs Creek, Tenn. Union officials learned that the Atomic Energy Commission had a bulldozer that had been declared excess property because repairing it would cost more than 60 percent of the original price. They noticed that the dozer's tracks showed little wear, and were confident they could handle anything else that was wrong with it, so they requested the machine through the Job Corps.

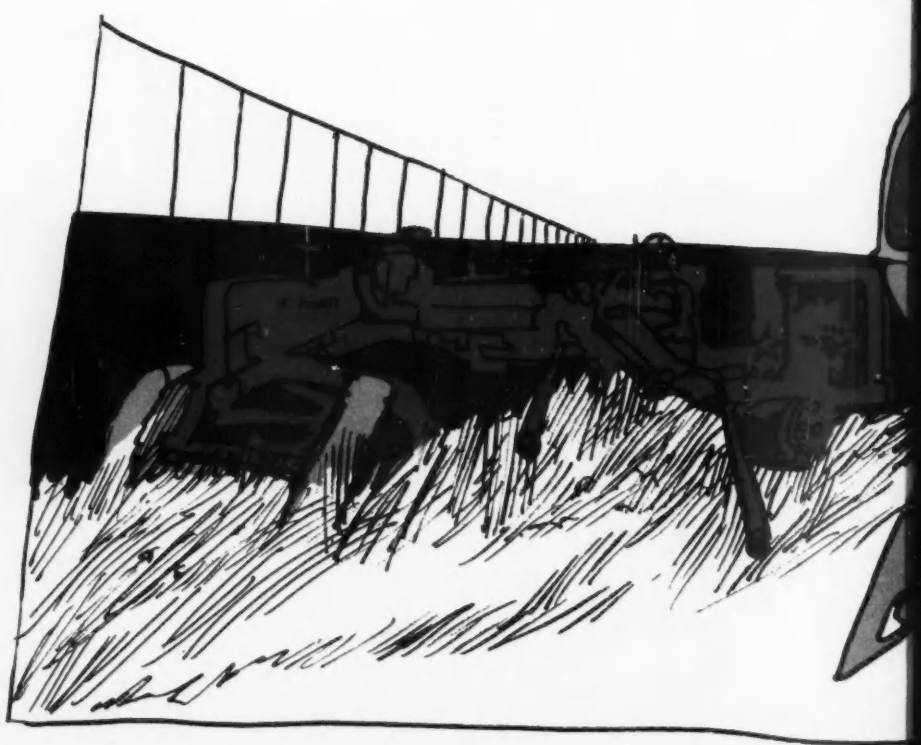
Reese Hammond, education and research director of the Operating Engineers, tells the story:

"The Job Corps kids tore the dozer apart. The head on the engine block was cracked and had been welded on the inside, but the weld hadn't been ground down. As a result the coolant had leaked into the oil pan, corroding the sleeves and bearings. We spent $1,400—all for parts—and 12 Job Corps mechanic-trainees rebuilt the whole machine under the supervision of an Operating Engineer journeyman.

"When the job was done, we had a 35-ton bulldozer on which to train youngsters, and the manufacturer's representative said the dozer now had a fair market value of $20,000."

Hammond, a veteran operating engineer with a hard-bitten outlook on saving money—anybody's money—points out that having apprentices repair such a rig

Mr. Hashian is chief of press and broadcast media services for the Manpower Administration Information Office.



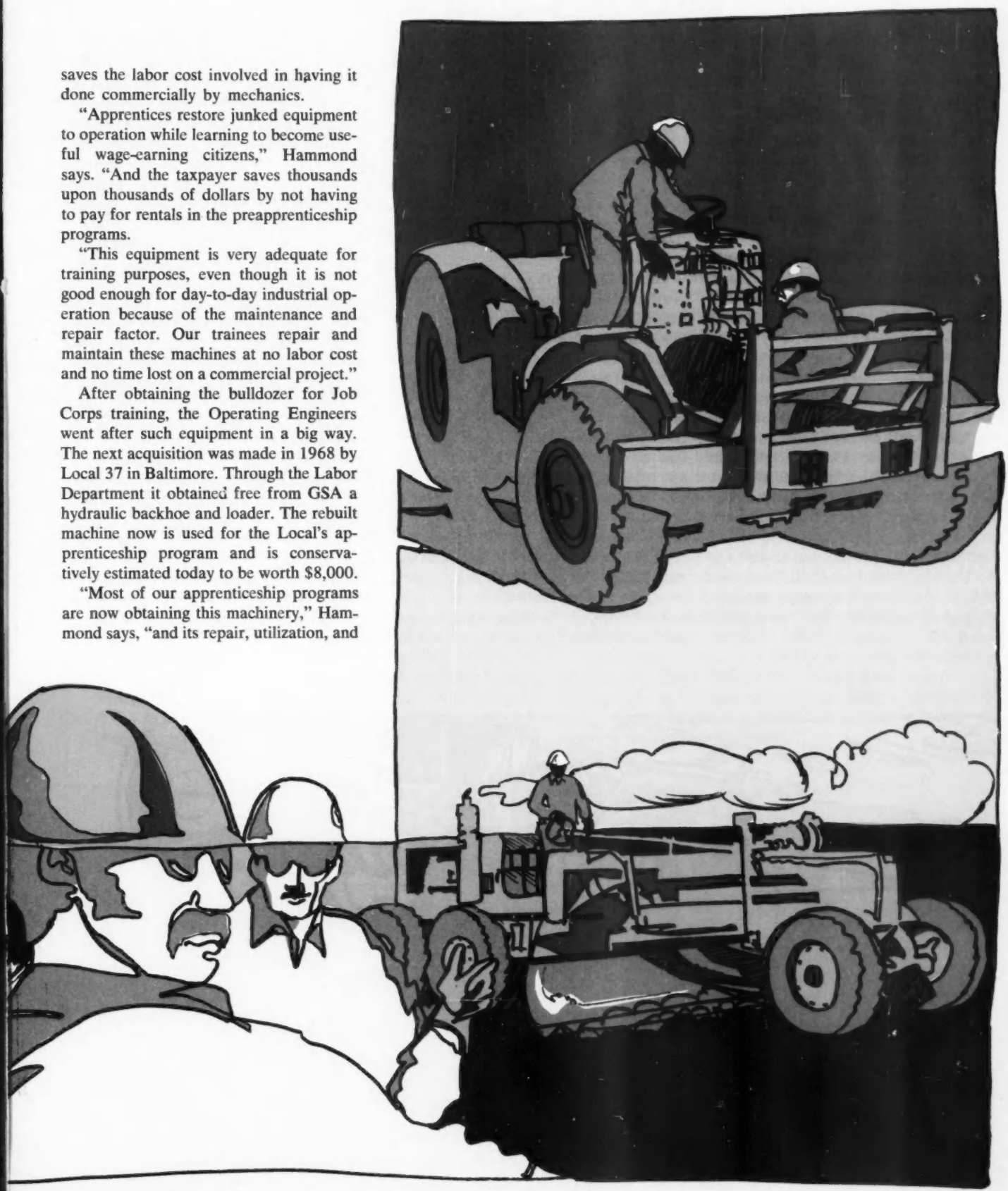
saves the labor cost involved in having it done commercially by mechanics.

"Apprentices restore junked equipment to operation while learning to become useful wage-earning citizens," Hammond says. "And the taxpayer saves thousands upon thousands of dollars by not having to pay for rentals in the preapprenticeship programs.

"This equipment is very adequate for training purposes, even though it is not good enough for day-to-day industrial operation because of the maintenance and repair factor. Our trainees repair and maintain these machines at no labor cost and no time lost on a commercial project."

After obtaining the bulldozer for Job Corps training, the Operating Engineers went after such equipment in a big way. The next acquisition was made in 1968 by Local 37 in Baltimore. Through the Labor Department it obtained free from GSA a hydraulic backhoe and loader. The rebuilt machine now is used for the Local's apprenticeship program and is conservatively estimated today to be worth $8,000.

"Most of our apprenticeship programs are now obtaining this machinery," Hammond says, "and its repair, utilization, and



maintenance doesn't cost the government a dime."

Such junked equipment, worth about $10 million in its rebuilt state, is being used by Operating Engineers joint apprenticeship committees in 28 States. Although on loan to the union, the equipment remains the property of the Labor Department.

Among recent acquisitions by the Operating Engineers have been a:

- 40-ton earth mover powered by two 290-horsepower diesels capable of moving 24 cubic yards of dirt a quarter-mile in a minute; replacement value $100,000.
- 35-ton bulldozer powered by a 200-horsepower diesel, capable of ripping up 200 feet of concrete pavement a foot thick in an hour; replacement value $89,000.
- 20-ton hydraulically operated front-end loader on four tires (each weighing over a ton), capable of loading 3,000 tons of dirt a day; replacement value $60,000.

A good example of what can be done with this equipment, both for training and for the public good, is the record of Detroit Local 324. A little over a year ago the 12,000-member local had one loader backhoe, one bulldozer, one crane, and one pull-shovel to help train its approximately 100 apprentices. Today its inventory of equipment restored from junk status includes 5 cranes, 10 bulldozers, 4 loaders, 6 scrapers, 7 graders, 3 lowboys and tractors, 2 power wagons, 3 stake racks, 5 pickups, 1 office trailer, 2 tank trailers, and 5 fork lifters. This equipment would cost $2.7 million new; its rebuilt market value is estimated at $1.5 million.

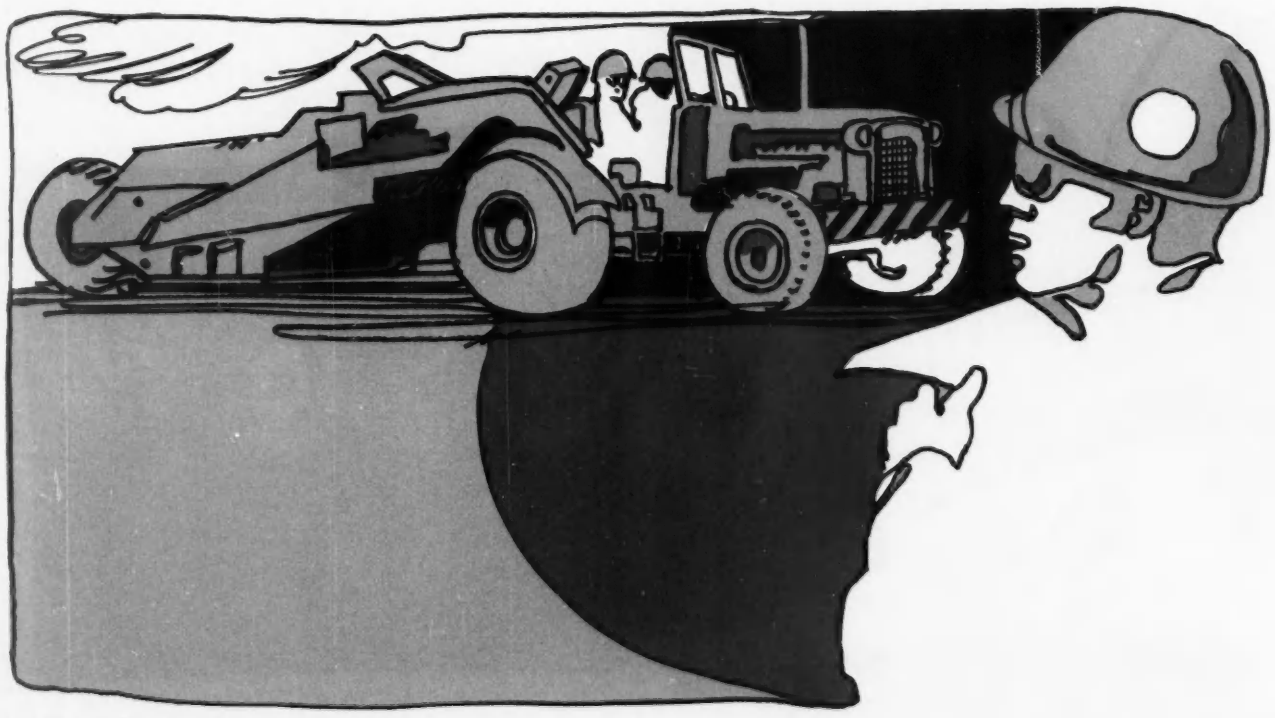
As is usually the case with such equipment, the union paid the shipping costs from the point of storage and all the costs of rebuilding.

Local 324 has three training sites in operation in Michigan: A Detroit-Area Council Boy Scout Reservation near Metamora; a 600-acre Boy Scout camp near Kalamazoo; and a Michigan Department of Natural Resources tract near Escanaba. At these sites apprentices are taught the basic techniques of operating and maintaining commonly used pieces of construction equipment—dozers, scrapers, graders, loaders, and cranes. And while they are learning they work on projects that benefit the public.

For example, at the Metamora Boy Scout Reservation some 700 acres that had been inaccessible to vehicles were opened up as the apprentices built more than 3 miles of roadway. The Reservation's gravel pit was developed, ground was leveled for a training building, existing roads were improved, a parking lot was graded and paved, and the disposal pit was enlarged.

Local 324's apprenticeship program is a cooperative effort involving the union and six contractor organizations. Last year the first group of minorities to be given preapprenticeship training under the program completed an 8-week course at the Metamora Reservation. Using MDTA funds, 25 disadvantaged blacks recruited by the Michigan Employment Security Commission from Detroit and Flint received special instruction to prepare them for the apprenticeship entry examination. Nineteen completed the course and were accepted as apprentices. In addition to the preapprentice trainees, 25 journeymen—most of them minorities—received upgrading training to help them qualify for union membership.

Ed Moses, coordinator of the Local 324 Joint Apprenticeship Program, feels that it is "just getting off the ground" and additional training sites and equipment will be needed. "We have a lot to look forward to," he says, and the hardware that is crucial to the program's success would be "prohibitively expensive without the availability of excess equipment from the Government." □



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Words & Figures

Vietnam Veterans in Manpower Programs

In July 1972 there were 4.23 million Vietnam-era veterans aged 20 to 29 in the labor force. About 4 million were employed and some 300,000 unemployed. The veterans' unemployment rate, seasonally adjusted, was 7.3 percent compared with 8.6 percent in July 1971. Manpower programs have played a significant role in assisting Vietnam veterans in adjusting to the labor market following their discharge from the Armed Forces.

During the 1972 fiscal year, 150,000 Vietnam veterans entered seven manpower work and training programs. Of these, 87 percent were in the 20-29 age group.

The Public Employment Program (PEP) had the largest number of Vietnam veterans as participants. There were 61,000 veterans—more than a fourth of all PEP enrollees —in the program. Three out of every four veterans in PEP were employed by city and county governments, 13 percent by State governments, and 13 percent by other governmental bodies.

Manpower Development and Training Act (MDTA) institutional (classroom) training had the second largest number of Vietnam veterans in fiscal year 1972 with 41,000—23 percent of total program enrollment. Institutional projects had proportionately more veterans under 25 years of age than any of the other programs—70 percent compared with 60 percent for all programs.

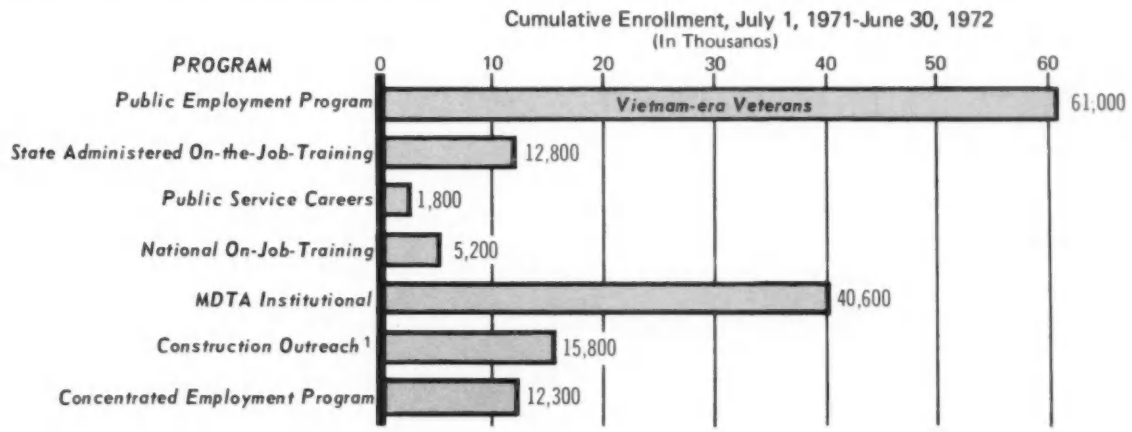
Ranking third in Vietnam veteran enrollment was the Construction Outreach Program, under which people are moved into jobs or training in the building trades, either at the apprentice or journeyman level.

Other programs enrolling substantial percentages of Vietnam veterans were on-the-job training projects administered at both the State and national level, the Public Service Careers Program, which seeks to bring the disadvantaged into jobs with public agencies and to upgrade low-paid workers already on public payrolls, and the Concentrated Employment Program (CEP). CEP is an umbrella-type program that draws together under one sponsor a variety of services designed to help poor people in a designated target area.

As might be expected, men accounted for 99 percent of the Vietnam veterans in the manpower programs. Eighty-seven percent were between the ages of 20 and 29; 10 percent were 30 years of age or older; and 3 percent were under 20.

Approximately 3 of 4 veteran enrollees were white. Slightly less than a fourth, 23 percent, were Negro. Eight percent of the Vietnam veterans in the manpower programs were Spanish-speaking. American Indians accounted for another 2 percent.

Estimated Employment of Vietnam-Era Veterans in Work and Training Programs, June 1972



1 Combines Apprenticeship Outreach and Journeyman Outreach.

SOURCE: U.S. Department of Labor, Manpower Administration

GI's Draw on Job Bank

by Alan L. Moss

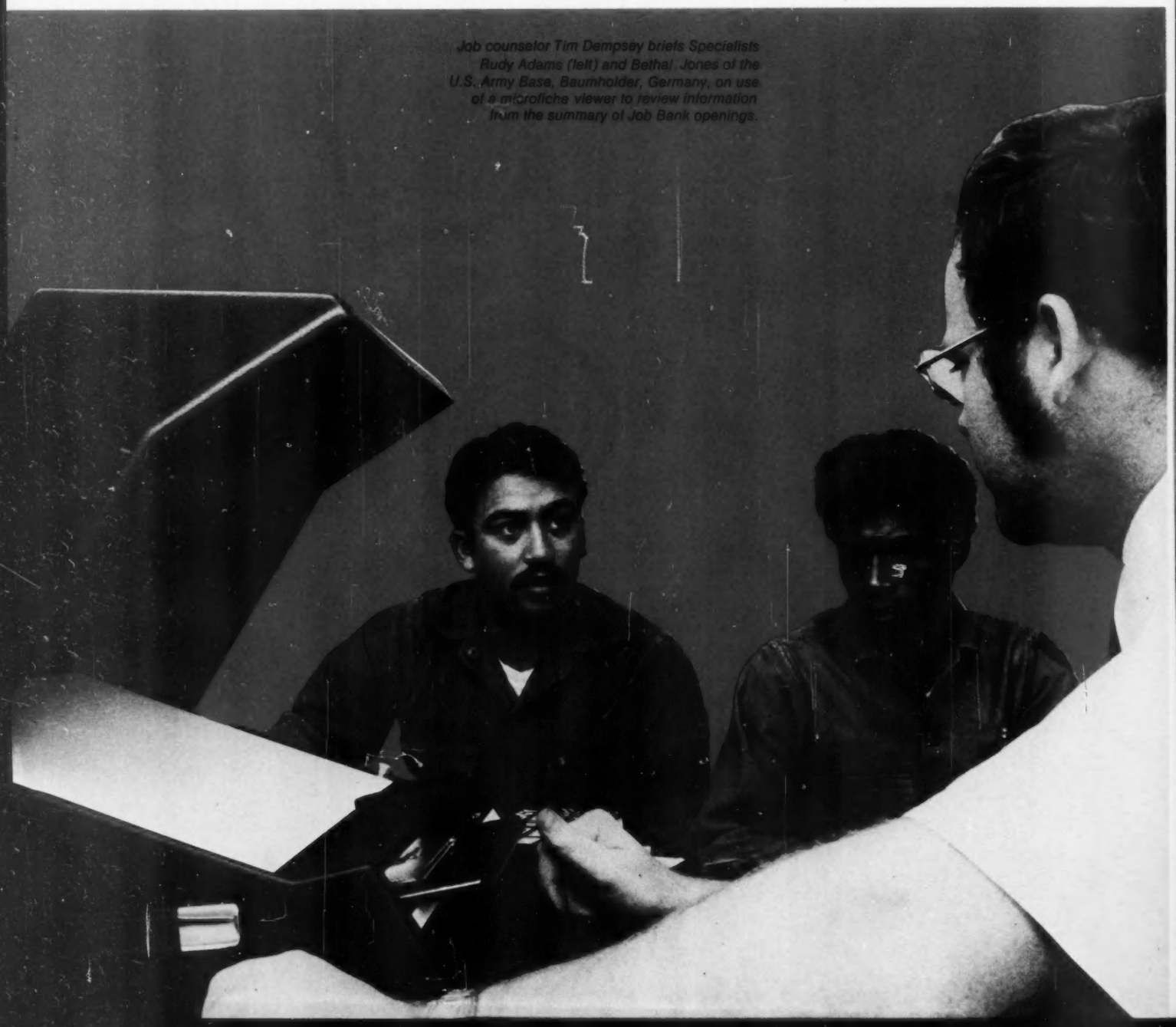
A U.S. Air Force mechanic in Germany, about to be mustered out, wonders if there's a market for his talents in Dayton, his hometown, or whether he should look elsewhere.

A Vietnam veteran doesn't care where he settles upon discharge as long as he finds work as an insurance claims adjuster, a job he is learning at Fort Bragg, N.C., under Project Transition, a training program for men soon to leave the service.

Mr. Moss is a labor economist with the U.S. Employment Service and is currently on a 2-year assignment with the Municipal Manpower Planning Team of the District of Columbia Government.

Neither man has to guess where he can find work. Because of the computerized Job Bank system, servicemen about to kiss their uniforms goodbye now can get a complete picture of the job situation in the locality where they plan to live or of the occupation they hope to enter.

A new monthly report called the Job Bank Openings Summary has been developed by the Manpower Administration to provide up-to-date information on available job opportunities by area and occupation. Designed to combine job market data from all of the joint Manpower Administration-State employment service comput-



Job counselor Tim Dempsey briefs Specialists Rudy Adams (left) and Bethal Jones of the U.S. Army Base, Baumholder, Germany, on use of a microfiche viewer to review information from the summary of Job Bank openings.

erized Job Banks operating across the Nation, the monthly report is being distributed to teams of overseas job counselors and Project Transition Skill Centers in the U.S. It is rapidly becoming a major resource in the counseling of thousands of servicemen who are preparing to reenter civilian life.

The report is presented in two different formats, one based on location and the other on occupation. The location format gives servicemen a monthly summary of the demand and wage situation for all occupations in a particular geographic area as reflected by job openings listed by employers with the employment service. The occupation format furnishes similar information for any occupation for every participating Job Bank.

Therefore, servicemen who are interested in returning and settling in one particular area may examine that area's employment service job openings in detail. Servicemen who are not tied to one location may examine the job market in their occupation for every Job Bank in the country that provides information for the report.

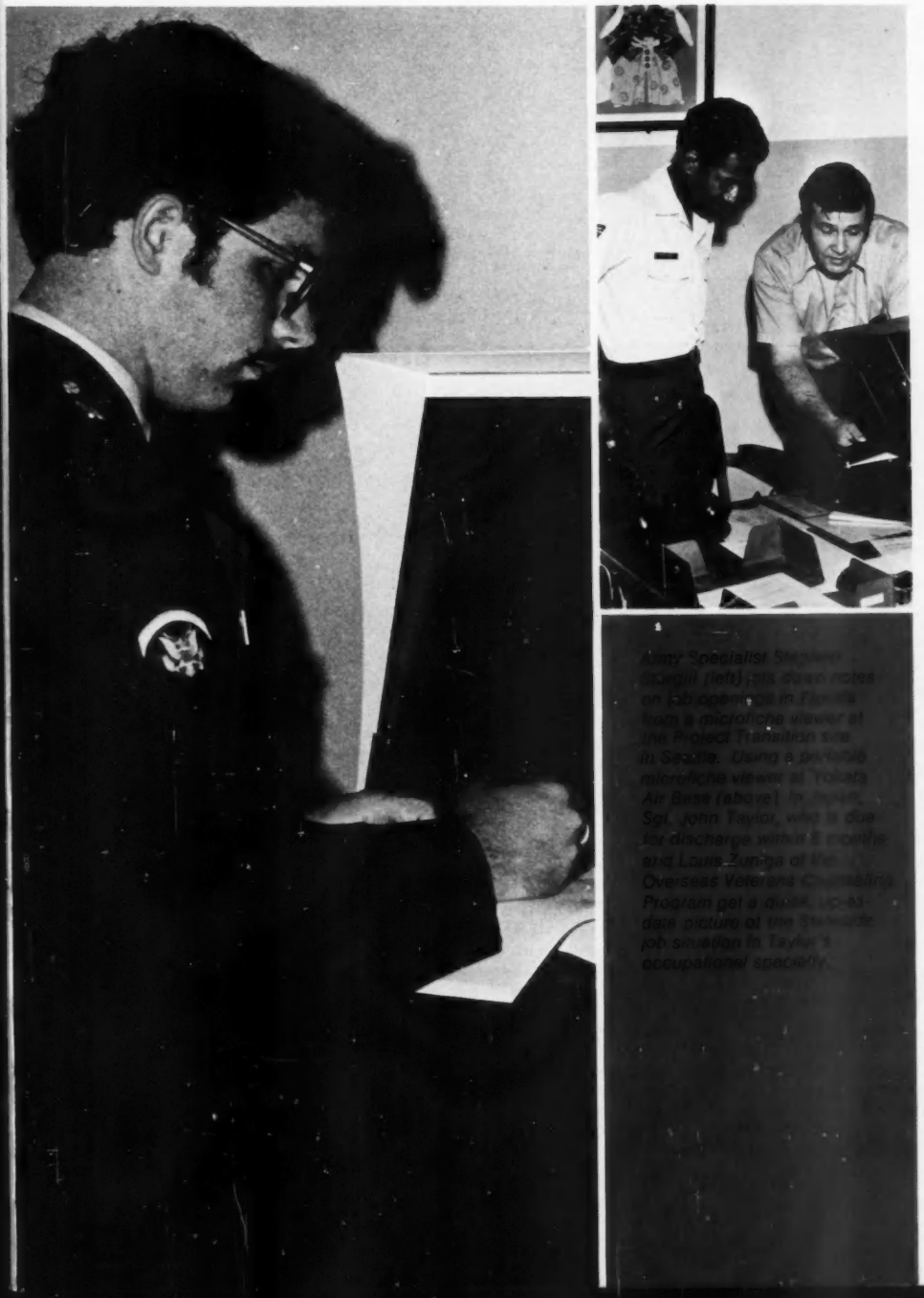
At the end of each month, information for the summary is provided by each Job Bank in the form of computer tapes sent to the Oklahoma Employment Security Commission, which acts as the agent for the Manpower Administration in producing and distributing the new report. During the first week of the following month, the tapes are combined, the report is produced, a high speed copier turns out the required supply, and the summary is mailed directly to its users in Europe, Asia, and the U.S.

One unique feature of the summary is that it is being produced and distributed on transparent 4-by-6-inch plastic microfiche cards, each of which contains up to 200 pages of material. Monthly reports include about 100 cards which are easily stored and are readily accessible in a 3-ring binder purchased for counselor use. Counselors at overseas centers and Project Transition Skill Centers in the U.S. also have been provided with portable microfiche viewers on which the report is displayed.

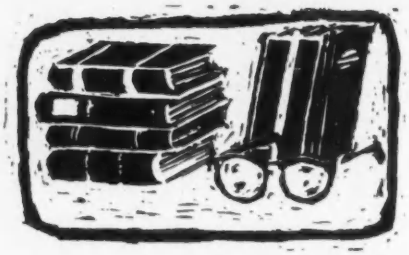
Efforts are being made to have all of the more than 100 operating Job Banks contribute information for the summary. Its first 4 months have seen the number of participating banks more than double.

By July, the fourth month of operation, 91 Job Banks in 35 States were providing the data required to produce the openings summary. Almost 110,000 of the 239,000 job openings reported were unfilled at the end of the month. More than 57,000 of these unfilled openings had been on hand for 30 days or more.

In addition to its use as a labor market information resource for servicemen and veterans, the Job Bank Openings Summary has a number of other significant applications within the Federal-State manpower system. For example, it may be used as an occupational guide for establishing training programs, a State and national barometer of occupational demand, and an indicator of the quantity and quality (by wages offered or occupational skills required) of openings listed with public employment offices. Copies of the summary are being made available to all State employment security agencies. Possible approaches and arrangements are being considered on methods to make these materials available directly to schools, libraries, college and university placement and student centers, and other appropriate locations. □



R&D Reports



Following is a selected list of reports on research and demonstration projects funded by the Manpower Administration, U.S. Department of Labor. Single copies of reports are available from the Office of Research and Development, Division of Research and Development Utilization, U.S. Department of Labor, Room 100, 1111 20th Street, Washington, D.C. 20210. Special arrangements may be made for bulk orders.

An Instructional Program for Employability Orientation

A manual of guidelines and a curriculum for use in an orientation-to-the-world-of-work component of a manpower training program. While designed specifically for use of Work Incentive (WIN) Program teams in preparing instructions for WIN enrollees, this handbook can be used by others concerned with teaching trainees how to find, keep, and advance in a job, as well as the basics for living in a sophisticated society. Contains suggested methods of instruction, prerequisite materials, and background or supplemental sources of information for the subjects to be covered in an orientation component of a manpower program.

Black Construction Workers in New Orleans

Examination of the characteristics of black construction contractors who had operated on a full-time basis during all or part of 1967-69 in New Orleans, their problems, and their potential.

Preventive Phonetics for Teaching English Pronunciation to Spanish-Speaking Trainees

A handbook on proper use of phonetics for teaching English pronunciation to Puerto Rican Spanish clients. Helps instructors to overcome lack of congruence between Puerto Rican Spanish and American systems, the large number of American vowel and consonant sounds absent in Spanish, the Puerto Rican Spanish avoidance of terminal consonants, and other factors which lead to learning confusions.

Nashville Concentrated Employment Program —Literacy

An exploration of the incidence of dyslexia among disadvantaged persons and the special remedial instruction and other techniques used to teach them to read and write, enhance their employability, and successfully place them in jobs.

Using Government Agencies for Training the Disadvantaged for Employment in the Public and Private Sectors

Monograph on the field test of a training model in which Neighborhood Youth Corps clients received prevocational and vocational training from a single manpower agency representative at the work site of potential government employers, followed by on-the-job training with the same employer.

Guidelines in the Utilization of Training Incentives

Monograph outlining key principles in applying reinforcement theory in specific training situations. Principles presented in the monograph apply to use of various incentives available to the trainer, are stated in simple language, are illustrated by examples taken from frequently encountered life situations, and serve as an introduction for remedial educators, skill trainers, work supervisors, and others interested in incorporating incentive learning into their teaching programs.

Operating a Public Service Business as a Neighborhood Youth Corps Training Site

Description of the experiences of Mobilization for Youth, an experimental manpower laboratory sponsored by the Labor Department, in operating a luncheonette and a gas station as Neighborhood Youth Corps training sites.

Over-Enrollment Problems in a Manpower Training Program

Description of experiences in dealing with over-enrollment in public-supported manpower programs, analysis of the causes, and strategies for dealing with this problem.

A Study of Three Major Textbooks Which Use the Audiolingual Method for Teaching English as a Second Language

An in-depth appraisal of three excellent textbooks for teaching English as a second language by means of the audiolingual method, in which listening and speaking are considered more appropriate than reading and writing when teaching a language to the disadvantaged.

A Study of the Effects on the Family Due to Employment of the Welfare Mother

Major question addressed by this three-volume study was how the woman's working affected the family, and likewise, how family problems kept her from working. Research focused on relationship between the family and occupational systems as found in the lives of a sample of poor women. Explored how factors within the family are barriers to and facilitators toward her entry into the labor force, and how her employment influences her functioning as a mother, homemaker, wife, and person.

Youth in the Labor Market: Employment Patterns and Career Aspirations in Watts and East Los Angeles

Purpose of this study was to develop concrete information about the process of vocational counseling in schools and public agencies, informal channels of labor market information, and other aspects of the information process affecting Mexican American and black youth aged 16 to 24, in the local Los Angeles labor market. Also inquired into the process of career choice and the specific factors influencing it in low-income minority areas; the major obstacles to long-term employment as perceived by young people entering the labor market; and the quality of information received from alternative sources. Also explored operation of a "street economy" in low-income ghettos which provides an alternative, albeit illegal, source of income to some younger residents.

The Closed Door: The Effect of a Criminal Record on Employment With State and Local Public Agencies

Study which documents, perhaps for first time, the dilemma of a person with a criminal or arrest record who is asked on a civil service system job application form whether he has some kind of criminal record. Previous studies of criminal records and employment have examined the practices of private employers as they relate to ex-offenders. This study focused on State and local government policies and procedures concerning employment of individuals with criminal or arrest records and extent to which they act as barriers to those individuals in obtaining public employment.

Analyses of WIN Team Functioning and Job Requirements: Duties Performed and Style of Functioning, in Relation to Team Effectiveness

Data collected from Work Incentive (WIN) Program employability development teams were used to describe team functioning in terms of two major variables: Style of functioning in arriving at client-oriented decisions, and extent to which distribution of job duty effort among team members emphasized duty area specialization by job position title. Data were analyzed for relationships between team experience, training, and staffing characteristics and the two styles of functioning variables; relationships between communication and coordination objectives; and criteria of accomplishment of program services and successful enrollee outcome. Recommendations are made regarding team staffing and in-service training.

AIAA Employment Workshops

Three-volume report on a series of workshops conducted by the American Institute of Aeronautics and Astronautics, to assist persons out of work due to cutbacks in aerospace contracts in the process of job hunting. Volume 1 presents a general overview of the workshop program; volume 2 analyzes the program's effectiveness; and volume 3 is a handbook for organizing and operating similar workshops.

manpower – word of many meanings

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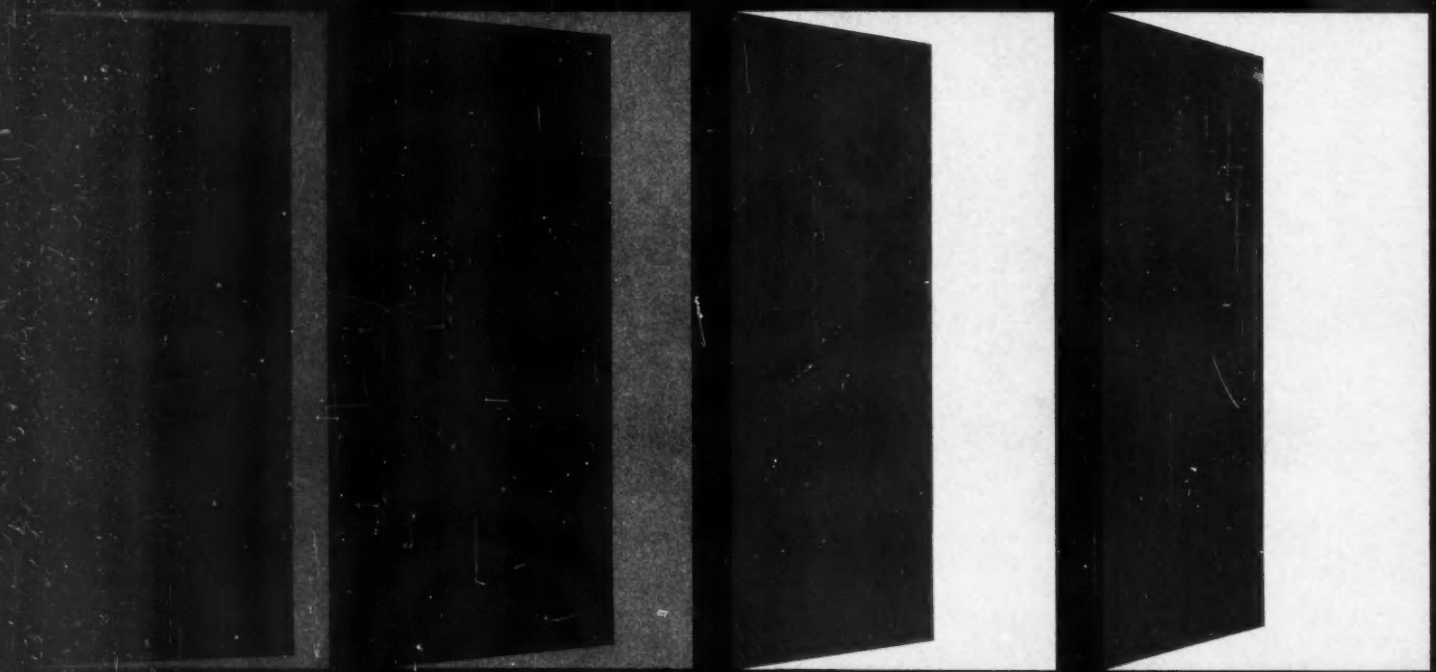

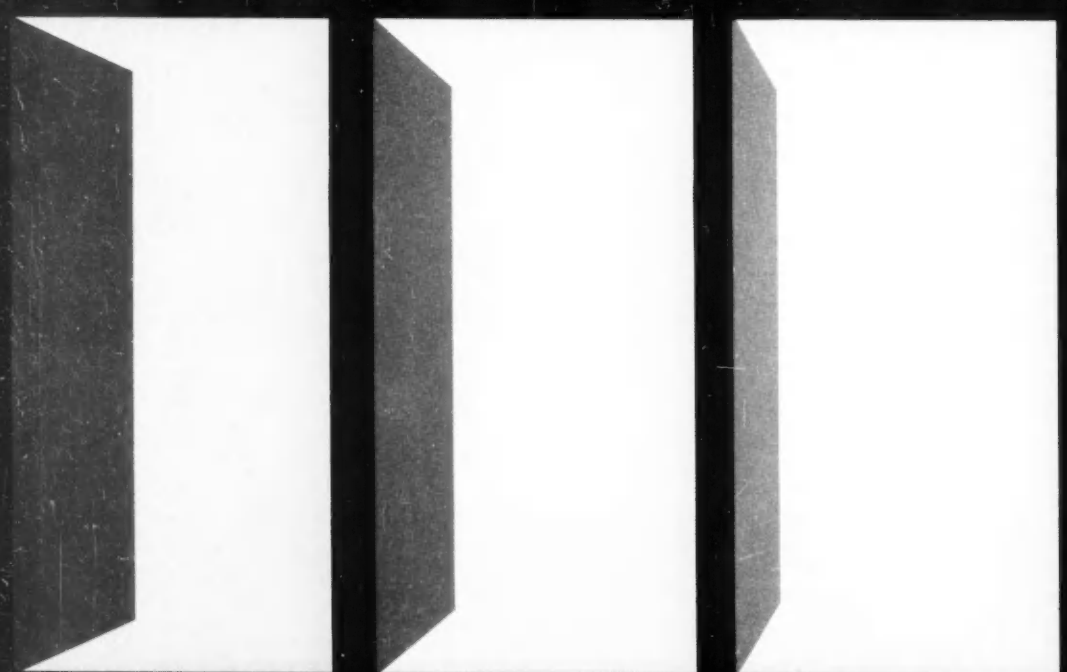

Opening doors for the handicapped involves more than just being polite.